NARCOTICS TRAFFICKING IN GEORGIA

HEARING

BEFORE THE

PERMANENT
SUBCOMMITTEE ON INVESTIGATIONS

OF THE

COMMITTEE ON
GOVERNMENTAL AFFAIRS
UNITED STATES SENATE

NINETY-SEVENTH CONGRESS

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NARCOTICS TRAFFICKING IN GEORGIA

MONDAY, OCTOBER 25, 1982

U.S. SENATE,
PERMANENT SUBCOMMITTEE ON INVESTIGATIONS
OF THE COMMITTEE ON GOVERNMENTAL AFFAIRS,
Washington, D.C.

The subcommittee met at 9 a.m., at the Federal Courthouse, 3d floor, Savannah, Ga., under authority of Senate Resolution 361, dated March 5, 1980, Hon. Sam Nunn presiding.

Members of the subcommittee present: Senator Sam Nunn, Democrat, Georgia; and Senator Mack Mattingly, Republican, Georgia.

Members of the professional staff present: Eleanore J. Hill, chief counsel to the minority; Jack Key, chief investigator to the minority; Kathleen Dias, executive secretary to the minority chief counsel; Mary D. Robertson, assistant chief clerk, minority; Howard Shapiro, staff counsel, majority; and Julian Granger, staff investigator, majority.

[Members present at convening of hearing: Senator Nunn and Senator Mattingly.]

[Letter of authority follows:]

U.S. SENATE,
COMMITTEE ON GOVERNMENTAL AFFAIRS,
SENATE PERMANENT SUBCOMMITTEE ON INVESTIGATIONS,
Washington, D.C.

Pursuant to rule 5 of the Rules of Procedure of the Senate Permanent Subcommittee on Investigations of the Committee on Governmental Affairs, permission is hereby granted for the chairman, or any member of the subcommittee as designated by the chairman, to conduct open and/or executive hearings without a quorum of two members for the administration of oaths and taking testimony in connection with hearings on Narcotics Trafficking in Georgia, October 25, 1982.

WILLIAM V. ROTH, Jr.,
Chairman.

SAM NUNN,
Ranking Minority Member.

Senator NUNN. First, let me say that I am delighted to have Senator Mattingly here with us today. Senator Mattingly is not officially on this subcommittee, but he and I work together extensively on the drug problems that affect Georgia and affect the Nation.

Senator Mattingly, I know you have got a previous schedule and a lot of places to go and things to do, but I do want to welcome you and be delighted for you to participate fully in the hearing as long as you can.

Senator MATTINGLY. Thank you.

Senator NUNN. Before we get started on the hearing, Senator Mattingly and I both wanted to alert the members of the news media that later on this week, we do expect some announcement on the C–5 that will relate to an interim contract. This will not be the permanent

contract, but it will be a contract, as I understand it, which will allow Lockheed to maintain the scheduled delivery of the first L–5B's within 38 months from the time the permanent contract is signed.

This will mainly give Lockheed a chance to go ahead and get some toolings set up, be it a good interim step, until we get the other appropriation bill passed in December.

Senator Mattingly, don't you have a few words to say on that?

Senator MATTINGLY. I think what Senator Nunn said is exactly correct. The Air Force has called and said the present plan is to sign the contract this week. I think that for our friends from Cobb County, it will be good news. I think it spreads further than that.

The idea here, it's been long present; is that our country tried to build more military airlift and create more capacity. It is finally now coming to a reality. This issue, I think, is a very important one for our country, our State, and for our national defense. I think it comes at a time when national defense is under a very critical eye, as it should be.

This is, indeed, a good buy by the Federal Government. It's a good buy because it's on a fixed, priced contract. I think you will see a lot more of this happening from now on in the Federal Government.

Senator NUNN. Thank you very much, Senator Mattingly.

OPENING STATEMENT OF SENATOR NUNN

Senator NUNN. This morning the Senate Permanent Subcommittee on Investigations again registers its concern over the grave threat which trafficking in dangerous drugs continues to pose to the United States, and, more specifically, the State of Georgia. As ranking minority member and formerly as chairman, I have had the opportunity to closely examine the problem on a national scale in the subcommittee's hearings on illegal narcotics profit in 1979 and on international narcotics trafficking in 1981. Today we narrow that focus somewhat to a more detailed look at the illicit drug trade as it exists today in the State of Georgia as well as the efforts of Federal, State, and local level enforcement agencies to halt the flow of drugs into our State.

I want to first express my thanks to the subcommittee's current chairman, Senator William Roth of Delaware for his full support and cooperation with the minority in bringing this subcommittee hearing to Savannah. Although Senator Roth is not with us today, he has actively supported our subcommittee's efforts to strengthen Federal efforts against drugs. I know that he has part of his staff here today. I will be inserting a full statement in the record by Senator Roth without objection.

I also again want to welcome Senator Mattingly to today's hearing. Senator Mattingly and I have worked together very closely in the last 2 years, and both are maintaining a watch on what is happening and trying to stimulate Federal action to assist State and local agencies in battling the drugs that are coming into this State.

Our concerns over the problem rest, unfortunately, on hard facts. The trafficking of illegal drugs in this country has reached nothing less than monumental proportions. The most accurate estimate for the current dollar value of the illegal drug trade in the United States

amounts to somewhere between $68 and $89 billion. Included in this astronomical figure are an estimated $25 billion to $50 billion in unreported and untaxed profits by illegal drugs entrepreneurs that should be reported and collected but are not reported and, certainly, not collected. Only as recently as last week, convicted marihuana smugglers testified in a Federal criminal trial here in Savannah that persons can earn $50,000 or more for offloading a single boatload of marihuana in this area. A little over 1 week ago, Attorney General Smith reported that in 1980 alone the value of illegal drug sales in the United States equaled the combined profits of America's 500 largest industrial corporations.

Dollar amounts of that magnitude cannot be lightly brushed aside. Nor can we avoid the very real facts of the drug trade within our own State of Georgia. Certainly the citizens of this State were most alarmed, and justifiably so, to learn that some 600 pounds of cocaine were airdropped into a farmer's field in Ellijay, Ga., on September 10, 1982. Fortunately, due to the fine work of law enforcement authorities, the cocaine was seized before it reached our streets and our schools. Authorities subsequently arrested an individual and seized an aircraft in connection with that incident.

[Whereupon, there was a brief pause.]

Senator NUNN. This morning, from my staff, who had been alerted by the Drug Enforcement Administration that at 1:30 a.m. this morning, seven individuals were arrested, including two pilots and several vehicles, including an airplane, were confiscated near LaFayette, Ga., where there was a seizure of 640 to 650 pounds of cocaine, a huge amount of cocaine. That happened as we were awakening this morning. I think it occurred around 1:30 a.m.

If you look at that incident in LaFayette, and you look at what happened in Ellijay, I think that shows that it's very clear the massive quantities of drugs flowing into our State. Moreover, the tide of drug traffic that now affects Georgia has become dual in nature; we face illegal drugs coming both from without and within our own State. This morning we will receive testimony indicating that traffickers are increasing their efforts to import such dangerous drugs as methaqualone or "Quaaludes," cocaine, and even heroin into the State of Georgia. On the other hand, we will also hear of the frightening growth of the domestic production of marihuana within Georgia itself. We can no longer ignore the fact of a booming marihuana industry on the homefront; as emphasized by this week's Newsweek magazine, in its cover story, that "Americans are growing billions of dollars' worth of marihuana outside the law."

Finally, I am deeply concerned by the very real danger which drug money poses to the continued integrity of our criminal justice system. Law-abiding Georgia citizens have been justly shocked by the flood of drug-related public corruption cases which have come to light in recent months. Clearly, the illicit drug trade threatens not only the health and welfare of our children but also the very credibility of the system itself.

With those sobering facts in mind, I was pleased to hear President Reagan voice his own concerns over the national crisis in illegal drugs when he announced, on October 14, the creation of 12 regional drug task forces, modeled on the Vice President's south Florida drug

task force. One of the proposed task forces will be centered in Atlanta and will be charged with covering drug activity in Georgia, North Carolina, South Carolina, Alabama, and parts of Tennessee. I understand that these proposals will be operational by early 1983. We will hear testimony on this this morning.

In the wake of the President's announcement, I am particularly interested in hearing the testimony this morning, of Charles Rinkevich. Mr. Rinkevich, who has headed the south Florida task force will share with us his thoughts on the task force concept as well as his own experience in putting that concept into operation in south Florida. I also want to explore with him and other Federal, State, and local representatives here this morning reports that the success of the south Florida task force has driven traffickers northward and increased and changed the flow of drugs into our own State of Georgia.

On the subject of the proposed Atlanta task force, we will also have with us Lawrence Thompson, the U.S. attorney for the northern district of Georgia, who will be involved with making that task force, in coming months, an operational reality. I am most interested in hearing how that will be done, and how it will affect State and local enforcement agencies as well as other Federal enforcement agencies within the State.

Last, I welcome the suggestions and experience of the enforcement officers here this morning on the question of what Congress can do to most effectively aid them in the war against drugs. As a result of past subcommittee hearings, I have, along with Senator Chiles of Florida, successfully secured the passage of legislation designed to strengthen the hand of our drug enforcement agencies; including legislation allowing the use of military information and equipment by drug enforcement agencies, legislation permitting funding for paraquat spraying on marihuana abroad, and legislation encouraging increased cooperation by the Internal Revenue Service with drug enforcement agencies. The need for each of those bills was first highlighted in subcommittee hearings such as the one which we are about to begin this morning. Hopefully today's testimony will also serve not only to underscore the severity of the problem we face but also to identify those ways by which Federal, State, and local law enforcement agencies, as well as the Congress itself, can best work together to free Georgia's streets and schools from the blight of illegal drugs.

Senator Mattingly, we will be delighted to hear from you.

OPENING STATEMENT OF SENATOR MATTINGLY

Senator MATTINGLY. Thank you, Senator Nunn. I would like to say that I am pleased to attend this hearing, and I would like to thank my distinguished friend, Senator Nunn, for inviting me.

Senator Nunn and I have both been very actively involved in the battle against the drug epidemic in this country. As you know, other than the economy, there is no more pressing and difficult problem facing this State and this country than the drug problem. Anyone reading the papers or watching the news realizes there are major drug busts every few days, as just related here today by Senator Nunn about last night's capturing of seven more people. It's even more of an outrage how often a public official is implicated in this smuggling. It is through

discussions with experts like the ones we have here today that we can learn more about the drug problem.

I am personally indebted to Mr. Phil Peters of the Georgia Bureau of Investigation for the wealth of information he has provided me and my staff. I have noticed that since I've been in the Senate, there are still people there who do not understand the seriousness of the problem that we face. All we need to do is look at the rising death rate among the Nation's youth. Drugs are a major factor leading to more accidents and suicides. Many more teenagers survive, but their bodies and minds are ravaged by drugs.

This summer my concern over Georgia's obviously increasing involvement in the drug trade led me to arrange a meeting between myself and Vice President Bush, who headed up the highly successful task force operating in south Florida. Armed with a lot of statistics by Mr. Phil Peters and others, I told the Vice President that I felt like the task force should be expanded. I think its success in Florida was simply driving smugglers through Florida, Georgia, and other neighboring States.

Now this is of a national significance because more than half of the imported marihuana and cocaine is smuggled through Georgia, South Carolina, and Florida. I believe that the recently announced plans by President Reagan to create a regional task force in Atlanta is going to have a major effect on the drug trafficking in our State of Georgia. Because over 90 percent of the illegal drugs used in this country are produced in other countries, I believe that it's essential that we make drug eradication a foreign policy priority. U.S. foreign assistance or foreign aid must be used as a major incentive for helping stop crime on our streets and drug abuse in our cities and towns.

I recently offered an amendment in the Senate which required the countries receiving foreign aid assistance through the Caribbean Basin Initiative to assist this country in its efforts to stop the production and importation of illegal drugs. I intend to offer, when we go back to the Senate, amendments to every appropriate foreign aid assistance bill that is considered by this Congress. With the same type of amendment I've described here today, we could aid representatives from State, Federal, and local governments. We're all soldiers in the same bipartisan war on this national plague that we have. It's the obligation of every citizen in this Nation and every citizen of this State to try to stem this destructive narcotics pollution.

My colleague, Senator Nunn, is an example of the bipartisan effort undertaken by the Senate throughout the country. I salute him for this hearing that he's holding today. I assure you that if the U.S. Senate works with State and local law enforcement agencies, this war on drugs will result in victory.

One thing I would like to point out is the close cooperation that Mr. Rinkevich has given, and the outstanding job he has done in this task force that was cited in Florida. I think that cooperation is one that's going to permeate all agencies that are going to be operating to try and stifle the drug flow into this country and to stop, I think, the No. 2 problem we have in this country, and that's drugs. Thank you, Senator Nunn.

Senator NUNN. Thank you very much, Senator Mattingly.

At this time, I would like to insert in the record the opening statement of Senator Roth.

[The statement referred to follows:]

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OPENING STATEMENT OF SENATOR ROTH

I would like to commend Senator Nunn and the minority staff of the Permanent Subcommittee on Investigations for their efforts in putting together today's hearing on drug trafficking patterns. Approximately one year ago the subcommittee held 5 days of hearings and reviewed what was then the state of international narcotics trafficking. Although much has happened since that time, the bottom line remains distressingly similar—drugs are generally available to anyone with the initiative and the funds to acquire them. Since last November:

The Reagan Administration has effected a merger of anti-narcotics efforts between the FBI and the DEA;

The South Florida Task Force has brought together several agencies to combat trafficking in this region, and has availed themselves of Department of Defense resources;

The cultivation of domestic marihuana, often more potent than imported marihuana, has proliferated enormously, even in our national parks and forests;

The First Lady has led a campaign to educate our children and decrease drug demand;

New governments have taken over in Colombia and Bolivia, two of the largest supply nations;

Paraquat has been used for the first time to eradicate marihuana plants in the United States; and

The Senate has passed S. 2572, an anti-crime bill which would, if enacted into law, give law enforcement officials additional tools to apprehend traffickers, take away their assets, and punish them under our criminal laws.

However, despite these events, and others, serious doubts remain as to whether or not real progress is being made.

Today's hearing is particularly timely in light of President Reagan's recent announcement that he will ask Congress to shift up to $200 million in funds to create 12 regional task forces designed to fight drug trafficking and organized crime. These task forces are to be patterned after the South Florida Task Force, which will be a major topic of discussion this morning. It is important to determine exactly how much of an impact has been made by this task force in decreasing trafficking volumes, what aspects of this joint effort have been most productive, and perhaps most importantly, what disadvantages and problems have arisen. Are regional task forces truly feasible, or is the South Florida situation unique in terms of enforcement? Will traffickers move their operations elsewhere, to the areas of the least enforcement coverage, just as they may be moving from South Florida to other southeastern locations such as Georgia, Kentucky, and the Carolinas? Is $200 million, as large as it may seem, enough money to fight an industry estimated to make over $80 billion and probably close to $100 billion per year?

I regret that my schedule does not permit me to attend today's hearing, as I would like to direct some of these questions, and others, to the witnesses. I am certain that Senator Nunn will create a complete and informative hearing record and I look forward to reviewing it. I also plan to continue to work with Senator Nunn and Senator Mattingly in the area of drug trafficking oversight and would hope that the Permanent Subcommittee can continue to be a leader in the field of narcotics enforcement.

Senator NUNN. Mr. Rinkevich, do you have someone with you this morning? Will you be the only one testifying?

Mr. RINKEVICH. Yes.

[Whereupon, the witness, Charles Rinkevich, was duly sworn.]

TESTIMONY OF CHARLES F. RINKEVICH, COORDINATOR, VICE PRESIDENT'S SOUTH FLORIDA TASK FORCE, MIAMI, FLA.

Senator NUNN. I know you have a statement. We are pleased and delighted you are here this morning. You are in a very key position, not only because of what you're doing in the Florida region, but because this is obviously going to be the prototype that the task forces

will be set on. Mr. Rinkevich was with the LEAA in Philadelphia. In 1974 he came to Atlanta as regional administrator.

I believe you were a full-time Georgia resident prior to going to Miami as head of the task force there, so we will welcome you back to your State.

Mr. RINKEVICH. Thank you very much, Mr. Chairman and Senator Mattingly. I would point out that I still am a full-time Georgia resident of Cobb County. My family remains there while I'm on assignment in Florida as on-scene coordinator for President Reagan's South Florida Task Force, which is chaired by Vice President Bush. I am pleased to be able to report to you today on key aspects of the Federal initiatives to deal with crime in south Florida.

As you know, for more than 2 years, the State of Florida, most especially the south Florida area, had been beset with a series of circumstances; the combined impact of which in a single area is unique in American history. Because of its thousands of miles of coastline, hundreds of operational airports and abandoned airstrips, and its geographic proximity to source countries in South and Central America, south Florida became the avenue for an estimated 70 to 80 percent of all the marihuana and cocaine and a significant percentage of methaqualone—quaaludes—illegally entering the United States. There drugs were not intended for local consumption alone. They entered Florida for transshipment through America.

Additionally, south Florida became the landing area for hundreds of thousands of refugees who fled to our land in desperation for the freedom and pursuits of this country. Unfortunately, a very small percentage chose to pursue lives of crime and violence, victimizing their new neighbors in south Florida. Also, interrelated with the smuggling of drugs and partly masked by this massive immigration was the smuggling of illegal aliens into this country through that area.

The intense competition between smugglers and rising crime in general had created a particularly sinister aspect to south Florida's crime problem: The proliferation of illegal automatic weapons. These machineguns appear to be the weapon of choice for gang warfare and drug-related assassinations. The procurement of illegal firearms for use by the criminal element, and the exportation of firearms to foreign countries is another dimension of this lucrative business.

Principally as a result of the smuggling of drugs, there had been an influx of staggering amounts of criminally obtained U.S. currency into south Florida, which resulted in Miami becoming a major center for the "laundering" of billions of ill-gotten "narco-bucks" through its expensive, legitimate, domestic, and international banking community.

In short, epidemic drug smuggling: Laundering of illegal "Mega-Bucks"; use of illegal automatic firearms and illegal immigration had created a crime crisis in south Florida that seriously threatened the safety and quality of life of all its citizens—rights guaranteed to them by the Constitution.

On January 28, 1982, President Reagan noted that in regard to the south Florida situation, the Federal Government had a special responsibility to fill in temporarily and do what it could to reduce these problems. He established a Federal task force comprised of the very

highest officials in his administration and chaired by Vice President Bush. This task force includes the Attorney General, the Secretaries of State, Defense, Transportation, Treasury, and Health and Human Services, as well as Presidential counselor, Edwin Meese. The task force is not intended to supercede the responsibilities of State and local law enforcement, but rather to assist and coordinate Federal efforts in order that together we can restore civility, safety, and calm to south Florida.

On February 16, 1982, Vice President Bush reported on the plans and initial decisions taken by the task force in a speech before the Miami Citizens Against Crime. Incidentally, the MCAC was very instrumental in focusing the administration's attention on the south Florida crime situation and remains a successful example of an informed citizenry aroused in righteous indignation to address a serious community problem.

The major initial objectives of the task force were to significantly reduce the influx of illegal drugs coming into the United States through Florida by greatly increasing air, sea, and land interdiction efforts; and to arrest and convict smugglers apprehended during these activities. A concentrated effort is also being made to reduce the availability of illegal automatic weapons through intensified enforcement of Federal machinegun laws.

Further, insofar as there is a nexus between illegal aliens and violent crime, we are concentrating some of our efforts on locating and removing these illegal aliens from the streets of south Florida through various initiatives planned and executed with the Immigration Naturalization Service and its border patrol. Incidentally, we know that people in the business of smuggling drugs are also in the business of smuggling weapons or aliens and our efforts to interdict one impact on the other two.

We also clearly recognized that the level of criminal activity in south Florida had almost overwhelmed the ability of the State, local, and Federal criminal justice systems to deal with it. Thus, in order to realistically address our major mission, early on the task force addressed a whole subset of systematic problems which included insufficient manpower in many Federal enforcement and criminal justice efforts; insufficient Federal courtrooms; insufficient jail space and insufficient offshore antismuggling surveillance, both air and sea.

It should be noted that additional temporary and permanent law enforcement resources were committed to south Florida at the time the Vice President's task force began its work. These included: New DEA agents, new FBI agents, new customs personnel, new border patrol officers, new assistant U.S. attorneys, and new judges.

On March 2, 1982, I was appointed by the Vice President as the "On-Scene Coordinator" for the south Florida task force. I have been onsite in Miami, since March 9. On March 16, 1982, Vice President Bush reported again on the Federal task force effort with a speech in Miami that outlined the progress which was made by the Federal Government, including the Department of Defense utilizing the recently modified "Posse Comitatus" authority.

It is important to note that the Department of Defense and Federal law enforcement agencies participating in the task force operate in every respect through their normal chains of command. I serve to

assure cooperation and coordination among the various Federal agencies involved and State and local criminal justice agencies. In this regard, I am available to assist in the resolution of any problems or concerns that cross agency lines.

I am also responsible to the Vice President's task force for the monitoring of all Federal activities in this effort to insure that they are consistent with the task force objectives.

Finally, I am looking for additional ways, within limited Federal resources, that we can appropriately use to help south Florida deal with its serious crime problem.

I am pleased to advise you that all of the temporary forces that were committed to this effort are on station, although not all personnel being permanently reassigned to south Florida are there. Similarly, all of the activities outlined in the Vice President's February and March speeches have been initiated, and the vast majority have been fully implemented.

A major component of the task force is the joint DEA-U.S. Customs task group which greatly enhances our capabilities to interdict drug smuggling. These agents in addition to the regular DEA-Customs personnel assigned to south Florida. Divided into 17 enforcement groups, these mixed DEA-Customs units are spread in six locations throughout Florida, from Key West to Jacksonville. Their primary mission is to serve as apprehension teams in the intensified air and sea drug interdiction efforts. They are also conducting short-term followup investigations and developing their own intelligence sources with corollary investigations. The joint task group has an additional significant benefit, in that it frees up DEA's Miami district office personnel to concentrate long-term drug investigations, a capability heretofore severely limited by existing resources.

We continue to work with the U.S. Coast Guard in their efforts to increase the interdiction rate of smugglers operating in the waters of south Florida. The Coast Guard has significantly increased its allocation of equipment to the task force. For example, two medium endurance cutters have been permanently assigned to the Caribbean, in addition to an average of two out-of-district cutters which are patrolling these waters at any time. They have also added six new Falcon jet long-distance-search aircrafts. By the latter part of 1982, the Coast Guard will have assigned two very maneuverable, high-speed surface effect ships and eight helicopters to south Florida. Capt. John Kime from the seventh district of the U.S. Coast Guard will be relating more of the Coast Guard effort to you later this morning.

Much in the area of firearms law enforcement is being accomplished through a concerted effort by a contingent of special agents of the Treasury Department's Bureau of Alcohol, Tobacco and Firearms detailed to south Florida. I would like to point out that although ATF could not fully participate in the task force until the end of July, they were able to immediately initiate many very productive investigations in this most fertile area of the south Florida crime phenomenon.

We are also working closely with the Immigration and Naturalization Service on the illegal alien problem, as I previously mentioned. One very effective tool put at our disposal by the INS' border patrol is the checkpoint located at Florida City. They have also established a close liaison with the joint DEA-Customs task group by assigning

personnel and establishing a referral system. This insures the awareness on the part of INS of illegal aliens arrested in the course of other investigations, thus allowing deportation action to be taken against the illegal aliens over and above action taken against him within the criminal justice system.

The Treasury Department's Financial Law Enforcement Center in Washington has been supplemented with additional staffing. This center identifies potential targets/suspects who may be involved in drug money laundering and refers them to joint Federal law enforcement teams such as the Miami based "Operation Greenback" which conduct further investigation.

An Urban Mass Transportation Administration grant, which was awarded to Metro Dade County on March 4, 1982, was designed to insure passenger safety on the county's buses through intensified police attention to public transit facilities. The project became operational on June 7, 1982, and as of October 8, 1982, had accounted for 417 arrests within the Metro Dade County transit system's buses and facilities.

As you know, the FBI now has concurrent jurisdiction with DEA for drug investigations. With additional personnel resources authorized for its Miami office, the Bureau is becoming more heavily involved in long-term drug investigations. Additionally, they are working with our joint task force in the exchange of intelligence on drug matters in south Florida.

The Federal Aviation Administration has been very helpful in our efforts by requiring flight plans for private aircraft entering U.S. airspace over Florida. In addition, new regulations issued by the customs service now require private aircraft to contact the FAA 15 minutes before entering U.S. airspace and to land at predetermined airports in Florida in order to clear customs. Both of these changes have increased our capability to sort out the bad guys from the legitimate private aircraft arriving from the Caribbean, and thus, we are able to more precisely target our limited resources.

Working with the strong support of the Attorney General, the new U.S. attorney for the southern district of Florida, has been provided with additional assistant U.S. attorneys and support personnel to handle new criminal cases resulting from our efforts, as well as to handle the case backlog which previousy existed.

Senator NUNN. Let me ask you one question about the new FAA regulation requiring them to give 15 minutes notice before they land. What was the old regulation? What did that replace?

Mr. RINKEVICH. That was a customs change, I think you're talking about, Senator. The old regulation was that the aircraft could land at any airport that had customs personnel, in order to clear customs. That meant that the aircraft could enter our air space through south Florida. If it had the range, it could go to Atlanta to clear customs or another airport.

This has required an aircraft to land at airports along the eastern coast of Florida; thereby, making the time necessary for customs to keep a surveillance on that aircraft, if it's a suspect aircraft, much less because it has to land upon immediately entering the air space or it's automatically in violation of a customs.

Senator NUNN. As I understand it, before they go to Atlanta, they might stop and drop a load along the way. This new regulation makes that much less likely?

Mr. RINKEVICH. That's correct.

Working with the strong support of the Attorney General, the new U.S. attorney for the southern district of Florida has been provided with additional assistant U.S. attorneys and support personnel to handle new criminal cases resulting from our efforts, as well as to handle the case backlog which previously existed. I might add here that under the auspices of the task force, the U.S. attorney has implemented a unique and innovative cross designation program with the Dade County State's attorney for the prosecution in State court of illegal aliens charged with homicide. Upon conviction, these aliens are housed in the Federal prison system. As of October 10, 1982, of the total universe of 40 defendants identified for this program, 20 have gone to trial. Of these, 19 or 95 percent have been convicted. Sentences imposed have ranged from 8 years to life imprisonment. Many of those are in Federal institutions.

Additional courtrooms have been provided for four visiting judges who have been sitting in south Florida since June 1. These Federal judges are temporarily assigned to the southern district of Florida by the Chief Justice of the United States on a volunteer basis in response to the Vice President's request. Each month four new judges take their place. This arrangement will continue until the first part of 1983.

Dade County and the State of Florida are facing a severe overcrowding problem in their respective jail and prison facilities. This is also true in the Monroe County jail in Key West. We are working with the U.S. marshall's service and the U.S. Bureau of Prisons not only to increase our capacity to handle larger numbers of Federal prisoners, but also to relieve some of the State and local prison overcrowding.

To relieve this overcrowding, in May 1982, the U.S. Bureau of Prisons accepted the transfer of 100 inmates from the State system. Almost two-thirds of those transferred were aliens, primarily Cubans.

We have worked with the U.S. Corps of Engineers in expediting the necessary approvals for a site in south Florida proposed for the construction of a State prison reception center.

The task force, in early May 1982, made arrangements with the U.S. General Services Administration to locate and acquire some 300 surplus beds and mattresses to accommodate the increasing inmate population in the State prison system.

The task force, also working with GSA, helped to expedite the transfer to the State certain excess Federal property in south Dade County to be used to establish a corrections training facility.

To assist Dade County's jail system, the task force reactivated an existing but underutilized court sanctioned agreement between the county and BOP to accept convicted and sentenced prisoners from Dade County into the Federal correctional institution in Tallahassee. Between April and August 1982, 99 sentenced prisoners were transferred to the FCI-Tallahassee.

Finally, one of the objectives of the U.S. attorney's cross-designation program, to which I previously referred, is important here because those aliens who are convicted, have and will be housed in Federal prisons, thus further relieving local overcrowding.

Additional measures are being pursued in an attempt to provide assistance to the Key West-Monroe County Jail.

One of the most significant accomplishments of the task force has been the forging of prototype linkages between the military and civil-

ian law enforcement agencies under the revised "posse comitatus" restrictions which apply to the Department of Defense. Mr. Chairman, I know this issue is of particular interest to you personally as well as other members because of your extensive involvement in changes to "posse comitatus" and your strong support of them. AWAC-type aircraft are being flown by military personnel in support of our efforts. These aircraft are critical to our air interdiction efforts by providing much needed radar coverage.

Cobra helicopters, on loan from the Army, flown by customs pilots are another integral part of the air interdiction strategy. These fast helios provide increased insurance that customs agents will get to the scene of a smuggling plane's off-loading operation in time to apprehend the smugglers. Additionally, two helicopters have been provided by the Army as well as 12 single side bank radios by the U.S. Navy, thus permitting task force contingents to launch a long-planned, special operation that could not have commenced without this equipment. Since the beginning of that operation, the code name "Bat" in April 1982, over 72,000 pounds of marihuana, 14 vessels, 13 aircraft, 7 weapons, and $89,000 have been seized as well as 60 persons arrested by foreign authorities working in concert with the United States in this operation.

Additionally, arrangements are being completed between the Army and the customs service to test the new Blackhawk helicopter in this environment. The Blackhawk, a sophisticated, state-of-the-art helicopter, will allow the customs service to carry additional personnel, thus lessening the hazard to their personal safety.

We have already affected the Navy's towing and escort of vessels seized by U.S. Coast Guard cutters. On June 4, the U.S.S. *Farragut* towed and escorted two vessels into San Juan, P.R., and on June 10, the U.S.S. *Fidelity* towed a vessel into Key West, Fla. All three were laden with marihuana. Additionally, as of September 30, over 450 sightings of profiled suspect ships had been reported by vessels and air units of the U.S. Navy, which has added to our intelligence immensely. The towing escort of seized smuggler vessels and transportation of prisoners had, prior to the revision of "posse comitatus," required USCG cutters to leave their stations for days, thus creating an "opening" for other smuggling vessels. Now USN vessels can relieve USCG of this responsibility, thereby permitting the USCG cutters to stay on station.

Senator NUNN. Was there some suspicion that there were decoy ships with small amounts of marihuana to divert the Coast Guard and tie up their resources? Wasn't that one of the things——

Mr. RINKEVICH. Senator, I don't know that we have any confirmed cases of that, but that is a strategy which I know the Coast Guard is alert to. It is entirely possible as we get into—particularly as we get into the harvest season, which is commencing now, that the dopers would try to adopt that sort of strategy; a "lost leader," if you will. We have a number of counterstrategies which we have in our "hip pocket," if you will, to try to react to that.

USN support has also been provided through the reprovisioning of USCG cutters, thereby allowing them to continue ongoing surveillance activity.

The deployment of USCG boarding teams to interdict smugglers from USN vessels is yet another aspect of joint USN–USCG opera-

tions being actively pursued. Now and in the future, smugglers will have to contend with the prospect that the USN, with its hundreds of ships, is also looking for them on the high seas, thereby adding to the deterrent factor.

Additionally, surveillance of south Florida and Caribbean waters has been intensified through the use of Navy patrol aircraft from Florida and Puerto Rican air stations. As of September 30, over 450 sightings of prototype of suspect ships has been reported by vessels and air units of the U.S. Navy in this program.

Mr. Chairman, I believe that the Vice President's south Florida Task Force has established an impressive record to date. While we have provided critically needed resources and heightened coordination to Federal anticrime efforts in south Florida, we have much to do before our impact is fully felt. We are not claiming to have fully stopped the flow of narcotics into this country nor through Florida. As we act, the "bad guys" react, and as we detect their reaction, we react accordingly—not unlike a cat and mouse game. This produces wins and losses on both sides at any given time. However, Federal law enforcement in south Florida is no longer overwhelmed by the smugglers and on the defensive. We have their attention, and we have forced them to react to us. We are confident that with the continued cooperation of the Congress and the judiciary, we can make even more progress.

I appreciate your interest and willingness to hear this report from me, Senator, and I would be pleased to answer any questions which you or the subcommittee may have.

Senator NUNN. Thank you very much, Mr. Rinkevich. I am going to defer you to Senator Mattingly because of his time problem. Senator Mattingly, you may ask whatever questions you would like and take whatever time you want.

Senator MATTINGLY. Thank you.

Mr. Rinkevich, just a couple of brief questions. Knowing that we have got to stop, and there's no way you can stop the drug trafficking without the Federal Government; do you think the amount of money that has been requested by the administration, between $160 and $200 million is going to be sufficient to do the job?

Mr. RINKEVICH. I have not been involved in the detailed planning for the additional task forces. But from the reports that I have read and what insight I have, I think that that amount of money will be adequate to get the effort started.

Senator MATTINGLY. Let me ask you this: Is there anything in the task force that you are privy of in Florida? Is there anything that you needed that you were unable to get?

Mr. RINKEVICH. No, sir. I have been in the Federal Government over 10 years, and I have never seen the kind of response from the Federal establishment to a problem such as that which existed in south Florida. I can't think of anything that we needed that we were not able to get, or if we weren't able to get it, it was because it was beyond the capacity of the Government to provide it.

That effort is still underway. The response of the Federal bureaucracy has been outstanding.

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Senator MATTINGLY. What has your experience in Florida shown you? Do you see a lot of cooperation between all of the law enforcement agencies?

Well, one, let me say that I know just from reading and listening and from my knowledge--I've seen some conflict, but I've also seen law enforcement agencies at all levels through the operation of the task force work in a tight relationship. I've seen a lot of cooperation between the city, county, State, and Federal Government in Florida. Do you think that will aso prevail nationwide now?

Mr. RINKEVICH. Clearly, it has seen a hallmark of what's occurred in south Florida. I think that to the extent that we've had success in our mission, it is a direct result of the willingness and the ability of all of the law enforcement agencies in south Florida to marshall their resources and to target them on a phenomenon and try to overcome it.

There are many positive things about the south Florida experience, in my judgment, and that level of cooperation by the existing criminal justice system there is one of the most positive I have ever seen. In order for the other task forces to be successful, that same degree of commitment and cooperation is going to have to exist.

I think that will be the challenge that the individuals who lead the other task forces will face, that is to engender and take advantage and capture that cooperation. Many stories are told about the lack of cooperation between law enforcement at the State and local level, and between the State, local, and Federal level, and within the Federal level. I think that while some of that surely exists, the operating entities in south Florida have overcome that. I think the operating entities within all of law enforcement can overcome that. It takes a common problem for them to address. I think the drug problem in this country has reached the proportion that people are willing to put aside personal or professional jealousies or concerns or issues that have caused friction in the past and concentrate where the real problem is.

Senator MATTINGLY. Thank you very much, Mr. Rinkevich.

Senator NUNN. I know you have to go. I appreciate you being here.

I'm going to ask a couple of questions relating to funding. Senator Mattingly, you might want to wait just a minute.

I have got the figures here from Mr. Vinsik that relate to what has been requested in the four areas that most directly affect the overall drug effort; FBI, DEA, Customs, and Coast Guard. I think you would agree those would be the big places along with AT, and hopefully, IRS on increasing base.

But as I understand it, the new task force concept will require an additional fund of about $200 million that the administration is going to request through a supplemental; is that right?

Mr. RINKEVICH. Senator, I would defer those questions to the representative from the Department of Justice, Larry Thompson, who is here.

Senator MATTINGLY. Let me say in response, I've got a good place where you can find the money. A close friend of mine, Senator DeConcini from Arizona, and I were able to cut on the Appropriation Committee 20 percent out of the consultants' fees to the Federal Government. We saved something like $320 million, and we would be

willing to take another 20 percent and fund the drug program. I know we have got enough consultants. Thank you.

Senator NUNN. Well, I would certainly agree with that. I think you found the money. But we have to find a lot more. I see the Senate has increased the administration's request for the Coast Guard, for instance, by $200 million, and the Senate has increased the administration's request for the Customs, DEA, and FBI. So, in those cases we made allotments above the administation's levels. We're going to have to be, I think, very careful to make sure that DEA has the needed resources to operate within this concept.

One of the things that is disturbing to me; for instance, the administration's request this year for the U.S. Coast Guard was to cut it $300 million. The request for Customs was to cut it $28 million. The request for DEA was to increase it by $5 million. The request for the FBI was to increase it by $32 million. If you add up those four key agencies, there's been a total cut of $328 million and total add-back of $327 million and net increases of $291 million. Now, if you add back the $200 million extra, you're still seeing a major new effort being undertaken, with a net decrease of resources. If administration's request is adhered to of $91 million—if my numbers are right, they're always subject to being reviewed—we're going into this major new effort with $91 million less than we had last year.

So, it's obvious to me that the "big spending Congress" is going to have to find some resources to implement this concept.

Senator Mattingly, you have got $300 million located, but the point is I don't think anybody in any of these agencies—now you're looking at it from an overview that would believe that we undertake this task force with less resources. Would you agree with that?

Mr. RINKEVICH. Senator, our "table" is really quite full in south Florida. We have more there to say grace over than we really need. I haven't been that heavily involved in the development of the additional task forces. I think you might want to refer those questions to the Department of Justice representative who is here.

Senator NUNN. When you went into south Florida, you did not take existing agency resources and deplete them in the task force? You brought in new people, did you not?

Mr. RINKEVICH. The personnel that came into south Florida as part of the task force, some 350 in number, were "temporary duty" people; that is, they were brought in from other posts of duty. They were already existing Federal enforcement or criminal justice personnel.

At the same time, a number of agencies, DEA, several of the Treasury agencies—Customs, and the Bureau of Alcohol and Tobacco and Firearms—were brought in to support the south Florida effort.

Senator NUNN. But the point is this: You did have a new group of people, whether there was a net increase in south Florida of personnel and in all of these key agencies over of what already existed?

Mr. RINKEVICH. Yes, sir.

Senator NUNN. If you had not had all the additional personnel to make up this group, would you have been able to carry out your task force?

Mr. RINKEVICH. I don't believe so, Senator. I think one of the facts of life in south Florida, both at the Federal as well as the State and local level was that the systems of criminal justice were being over-

whelmed by crime and the volume of drug traffic. It's often an easy answer to add more people and equipment to a law enforcement problem.

In this case in south Florida, I think it was clearly warranted. I think without bringing in the additional resources, we would not have been successful as we had been.

Senator MATTINGLY. If the appropriation and budget processes were left up to Senator Nunn and myself, I think we could probably solve them a little faster than the Congress does. I think when we are setting priorities in the budget and appropriation processes, this will take a priority.

I think that although we may not do the budget here today, we will take that up when we get back. It is a definite priority, and you know it will be funded because we both are aware of the significance and the problems that we have in our country. It's a number two problem we've got, and we have got to stop it.

Senator NUNN. Senator Mattingly, I think the Appropriation Committee and Senator Mattingly, on which you serve, has recognized that for the last 2 years because of the budget requests; even though overall I think you've got an over cut, you have got to give priority in this area. I think that will continue.

[Whereupon, Senator Mattingly leaves the hearing.]

Senator NUNN. Mr. Rinkevich, how do you see this crackdown in Florida affecting the State of Georgia? In other words, are we getting an awful lot more of that drug traffic in Georgia because of the cracking down in Florida?

Mr. RINKEVICH. The question you're asking, Senator, is what we've been referring to for some time as the "displacement effect." I will make several general observations about that.

First, when we started our task force in south Florida, we were working with what were the best and still are the best estimates by the professionals there that 70 to 80 percent of the cocaine and marihuana that comes into the country is brought in through south Florida or by organizations that are headquartered and based in south Florida. If those estimates are anywhere near accurate, that means that 20 to 30 perent of those two commodities were to some extent, and presumably, still are coming through other parts of the country. So while south Florida was clearly a wholesale capital for cocaine and marihuana importation, there were other trafficking routes that were being used.

I do not have, and I have not seen from any State or other Federal source, accurate data upon which to draw a conclusion as to the amount of displacement that has resulted from our efforts in south Florida. Logic tells me, as I think it tells anyone, as you put the squeeze on one part of the country, there's going to be a displacement. I don't think there's any question, but that we've caused that. I'm not sure we know at this point, and I have not seen anybody from State or local agencies to point out definitively the extent that we have caused displacement. We have, however, caused disruption. Because we've caused the organizations to go to different trafficking routes; and in some cases, different trafficking methods.

For a period of time in Miami, there was a phenomenon we call "swallowers." That is balloons filled with cocaine were ingested into

the bodies of Columbian peasants, who were paid simply to be mules. That phenomenon was the result of some efforts on our part that caused smugglers to shift to this different trafficking method.

I have not seen any other part of the country begin to approach the level of drug smuggling that existed in south Florida when we began our effort there. So if there has been a displacement, it's also had a disruptive effect. It's been a diffusion as well as a displacement. Disruption has been an important part of this. As we have caused these people to use different routes, they have to have longer range aircraft and longer range vessels. They have to be in the air and on the sea longer; thereby increasing their chance for interdiction.

So I think that it's logical to assume that some displacement has occurred; the degree to which it has occurred is another question. I think that the creation of the 12 additional task forces is clearly a response by Federal Government that displacement has occurred.

Senator NUNN. What principal lessons have you learned in south Florida from your task force that you think would be applicable to the other task forces that are being set up?

Mr. RINKEVICH. I think the principal lesson is that with an increase in cooperation and coordination, that a multiagency Federal initiative targeted toward drug interdiction and investigations, in fact, can work.

There are a number of things about the south Florida experience that relate to this. The first is, and I think this would be true with the other task forces, Senator, there needs to be a problem, a clear problem, for the task force to address. Obviously, that exists, a very serious problem in the case of the new drug task forces. Second, there needs to be a commitment on the part of the decisionmakers as well as those who are going to implement those decisions to effect a solution. Third, adequate assets need to be available.

Once those three ingredients are present, a proper forum or mechanism for their coordination needs to be put in place. Then, and I think this is going to be the critical element, because it has been a critical element in south Florida, that forum or that mechanism needs to insure that the agencies which are committed and have the assets to address the problem, are all moving in as close a lock step as possible to address the problem. The newly formed—relatively newly formed Law Enforcement Coordinating Councils that the Attorney General is vitally interested in, can be part of this process, as well as whatever command and coordination structure that the Department of Justice establishes for the new task forces.

So the bottom line is that we have learned that cooperation and a proper coordinating forum can address the drug law enforcement problem and can cause an impact. I think that's what these additional task forces are going to be challenged to do.

Senator NUNN. What is the chain of command? Do they report directly to you, or do they report to you through their own chain of command?

Mr. RINKEVICH. They report through their own chains of command.

My role is, in effect, to be a facilitator, an individual who can cross agency lines and can cause issues to be addressed in a multiagency fashion. One of the things that we do on a regular basis in south

Florida is have, what we call, an operations group meeting, roughly every 2 weeks or so; where the principal officials of all the Federal agencies who are participating, assemble and look at the problem, not from only an individual agency but from a total Federal law enforcement perspective. That's a very useful tool in order to insure that everyone is directing their resources as part of an overall picture.

Senator NUNN. You mentioned that one of the benefits of the task force was to enable the personnel who were not part of the task force but remained on the scene as active Federal agencies, including the U.S. attorney, to enable them to move more toward the long range, I assume, conspiracy-type class and take a long time to develop by implication that the task force concentrate more on the short range; is that right?

Mr. RINKEVICH. Yes, sir. It is one of the principal stated objectives of the task force, as it relates to drug interdiction. The Federal response to drug interdiction in the past has been that when customs chased a smuggler aircraft into south Florida, or when the Coast Guard brought a drug laden vessel into south Florida the Miami District Office of the DEA would react. Now, however, with the task force to react to those interdiction efforts, plus our own increased interdiction efforts.

The director of the Miami District Office of DEA estimates something like 25 percent of his resources have become available to reapply to long term conspiracy investigations like "Operation Swordfish", which concluded a week or so ago, resulting in a number of arrests and seizures.

Senator NUNN. Does this mean that the Federal effort is going back toward the street level, or does this mean that you're going into more and more interdiction and not going to the street level again?

Mr. RINKEVICH. Neither. Our task force and the joint task group is not concentrating on street level trafficking. It is concentrating on the importation of wholesale lots of drugs from foreign sources. I think insofar as interdiction is concerned, that is where the Federal effort ought to be placed. There are other resources to deal with street level trafficking and perhaps to some extent in some areas of the country, the Federal effort needs to look at that. But I think in south Florida, clearly with the large amounts of cocaine and marihuana that were coming in, that it was the Federal Government's responsibility to protect the integrity of the U.S. borders. Our effort needed to be directed at those wholesale lots of drugs coming into the United States through south Florida.

Senator NUNN. I hope that will also be the case of the new task force.

I came into this scene back about 7 or 8 years ago. Our first hearings in this subcommittee on narcotics involved a detailed examination of B&D violators and their activities on the street. While on the street-type activity at the Federal level produces a lot of arrests, most of the violators are very minor players.

The overall drug scene and the very area that State and local government cannot handle, that is the conspiracy cases across State lines, and they were not really being aimed at by the Federal Government. We were very critical because it had devoted most of its effort toward street level and had done almost nothing in conspiracy and class I violators.

So I would hope that the task forces do emphasize, as you properly have in Florida, the broad effort that the State and local government simple can't handle.

Mr. RINKEVICH. If I may, Senator. Because of the wholesale center nature of smuggling in south Florida, it was necessary for us to put an interdiction response into place; that is, to react to the mules coming through the airports, and to react to the vessels. There was such a flood of drugs coming into the United States through Florida, that something needed to be done about that, at the same time allowing for the more sophisticated long-term investigations to be conducted.

I suspect that that same phenomenon may be at work in other parts of the country, where the new task forces are to be put in place.

Senator NUNN. There is no large flood of the stuff coming in from the foreign sources then?

Mr. RINKEVICH. Any effort should concentrate on the organized crime aspect; but also strike a balance—with the terrible problem of drugs pouring into this county. You have to address both requests at the same time, and that is what we tried to do in south Florida.

Senator NUNN. Well the temptation is to want to put together a series of charts that you can display before any congressional committee, which will show how many people you've arrested, and how many you have put in jail and so forth. If the Federal Government gets into that—we have been down that road before—we're going to be repeating history, going out to class III and class IV violators and leaving the class I and II. It is the people who finance the operation. Leave them alone. That's happened over and over again. I would hope that we would not be putting on a dog and pony show. We tie new task forces in replacing State and local agencies. It sounds good. It's attractive. You get a lot of arrests, but you don't get to the heart of the problem; a long-term investigation, the money flow investigation, the use of the Internal Revenue Service to go after people. Those are the areas where the Federal Government must play a role, and I certainly hope that, of course, interdiction is part of that.

But in Florida you've got an interdiction; that's where the drugs are coming into the country. If you get into the middle of the United States, some regions far removed from the shores, the real question is going to be as to whether we ought to have Federal task forces in every one of those areas, or whether the State and local government can handle that; and we better use our Federal resources to go after the long-term cases.

So I would hope that the task forces don't take such a short-range view that we obscure the difference between what it is the Federal Government can do properly and do well, and what the State and local governments can do.

I would say to beef up training. I think that is part of the President's program, beef up training in State and local officials and help them in every way to deal with the straight part of the problem.

Mr. RINKEVICH. As a matter of resource and priority, I think you're absolutely right.

Senator NUNN. What about the area of "money laundering" and illegal firearms? Now this is very important. How much of your efforts have been devoted to those areas?

Mr. RINKEVICH. A good bit, Senator. Let me take the firearms first. For a variety of problems beyond their control, the Bureau of Alcohol, Tobacco and Firearms, contingent of the task force, wasn't able to come on stream until the end of July. They are there now and have been there basically since August 1, some 55 agents and other support staff in a task group, if you will, that's concentrating on illegal automatic weapons. They have had probably more so than any other group, a more direct impact on street crime, which is one of the concerns that brought us to Florida in the first place.

BATF has been in south Florida basically since August 1. They've opened over 240 criminal investigations. They've seized or purchased in undercover operations nearly 500 illegal weapons, which means taking those weapons off the street. Of those vicious automatic weapons, the machineguns, 39 indictments have resulted in 112 defendants.

One of the interesting aspects of the south Florida task force is what the ATF has done by dealing with the instrumentalities of violent crime—guns. They get into situations through that method, where they develop information on other crimes that are not necessarily Federal crimes. They have been instrumental in south Florida; for example, in providing information and participating in the investigations of a phenomenon that is called "home invasion gangs." This is a technique that originally developed, as drug dealers invaded the stash houses of other drug dealers and ripped them off. They found there was a lucrative business there. They then began to hit private residences not only in lower class neighborhoods but also in upper-class neighborhoods. They were violent kinds of burglaries, in effect, armed residence robberies while the residents were at home.

ATF has gotten information and has been instrumental in breaking up one of these operations in Dade County, Fla.

In regard to the "money laundering," two operations were recently concluded in south Florida. Both operations began before the task force and were in place when the task force arrived. The first is "Operation Greenback." Part of the task force's objectives initially was to provide additional resources to Operation Greenback, which is the attempt by the Treasury Department, principally U.S. Customs and IRS, to trace back and make arrests and seize funds that are narcotic related and which have been "laundered."

Senator NUNN. That's been going on for 2 or 3 years.

Mr. RINKEVICH. The important thing, I think, to get across to the public is that this kind of investigation gets to the heart of the organizations which are financing the drug operations. It gets to the "big guys" as opposed to those out on the street; but it takes a long time to conclude such an investigation. You don't get immediate results.

When the task force was created, additional resources for Greenback were placed in the financial law enforcement center in Washington, which is part of the Treasury Department.

Recently, Operation Greenback made 13 arrests. They still have three fugitives that they're looking for and have seized over $2.5 million in cash and several kilograms of cocaine. Operation Greenback was exposed on October 21, just a week before the Drug Enforcement Admin-

istration closed down an operation that they called Swordfish. It was also in place before the task force was established.

In Miami as part of Operation Swordfish, DEA made 40 arrests, and they are still looking for 42 fugitives and have seized 100 kilograms of cocaine.

Senator NUNN. You say 42 indictments?

Mr. RINKEVICH. Forty arrests, and there are 42 fugitives that they are still looking for.

Senator NUNN. Do you have any breakdown of what they call "Class I"?

Mr. RINKEVICH. Yes.

Senator NUNN. Could you get that for the record and put it into the record?

Mr. RINKEVICH. Yes. So the bottom line is that the kind of investigation that you've talked about is very much part of the task force strategy; even though on those two occasions they were investigations that were underway and had begun before our efforts started. But we recognized those and considered them to be extremely important in disemboweling the drug organizations and supported them. Interdiction is a short-term effort. But you also have got to get at the large organizations and disembowel them.

Senator NUNN. I want to let the law enforcement community know that I for one will be looking very carefully at these task forces and be looking at the question of what type arrests are being made. Are we really getting the class I and II violators. Whether it's the task force itself, or whether it's the particular region you have resources for, or are we really going through another class III and class IV sort of street operation.

Now I would admit, certainly, that the interdiction; even if you're arresting a class IV violator, the interdiction of large amounts of drugs are very much a part of the Federal role. I would say any time you can do that, that's fine. That's good. But we've got to go over the big quantity. We've got to intercept them before we get into countries. That's what you're doing and doing so well. I commend you for that. I want to make sure everyone is aware that we really need to look carefully and makes sure that we are not just simply repeating the efforts of past Federal efforts in law enforcement and making sure that we do concentrate on the long-term cases; class I and class II violators in the interdiction end.

Mr. RINKEVICH. I agree.

Senator NUNN. One other major area that I know you're trying to struggle with now is the area of prisons.

Assuming you're successful in your task force and assuming that others are successful, what are we going to do with all the prisoners?

Mr. RINKEVICH. Well, obviously, there needs to be a place to incarcerate them. South Florida has had, and to a large extent still has, a particularly aggravated jail overcrowding problem. All of the Southeast, all of the United States, based on my reading, is facing overcrowded prisons.

In south Florida there was an unusual dimension to it; that is, a fairly significant percentage of people crowding their prisons were illegal aliens in the first instance, who had committed crimes against the State law or had been arrested by local officials. So our concentra-

tion has been basically to help them because the Federal Government had a particular responsibility to try and assist the officials there in dealing with the overcrowding, which was exacerbated by a large number of illegal aliens.

Senator NUNN. Just one other question. We could spend more time asking you a whole lot of questions. I would like to, but we have a lot of other witnesses, and I particularly want to hear from the State and local people, as well, later on in the morning.

The question of legislation. We've passed, as you know, the posse comitatus amendment that first precluded the spring of the herbicide paraquat. We passed a legislation on giving the IRS more authority to get into a cooperative effort.

Are there any other parts of legislation right now that are pending on that you can think of that would give you more assistance? Are there any particular legislative items that you think ought to be given priority in Washington?

Mr. RINKEVICH. Senator, I'd make one or two observations on that.

The first—goes beyond south Florida. If the task forces, the other 12 task forces are going to be successful, they're going to need financial support, as you and Senator Mattingly discussed earlier. I would urge your attention to that.

Second, in regard to posse comitatus, and I know that you had a very personal and direct involvement in that constraint being removed. I think we're making and have made very significant strides in making military assets available in the proper way to civilian law enforcement. I would urge that you once again look at that in a few months to learn from the experience that we're all having to see whether what was originally envisioned, in fact, has occurred, or whether perhaps a fine tuning may need to be made or accomplished.

I think it's been of tremendous assistance to us in having the kind of equipment and assets that the military can make available to us. I would hope to see, as one of the legacies of the south Florida Task Force, that linkage being made permanent. So that the next time around other law enforcement agencies around the country have an already existing path of communication, an already existing way of getting to those assets. I think that might need some attention. Other than that, I wouldn't have any further suggestions.

Senator NUNN. As you know, we stopped short when we received the posse comitatus statute. We gave in lending assets. We stopped short of giving statutory authority for the military to actually participate directly on board so they could make arrests.

Do you think that you need more authority in that area, or are you in favor of giving more authority, or have you got enough authority without taking that step?

Mr. RINKEVICH. No, sir. I do not think that the military should have that kind of authority, nor do I think that civilian law enforcement would want them to have that kind of authority.

Civilian law enforcement generally, I think, that the line which has been drawn on that issue is precisely right. That line needs to stay there. I think what I was referring to is the way in which the process has worked, and whether or not it's been a useful experience from the military standpoint and as well as ours.

Senator NUNN. Well I'm glad you feel that way because it did give me considerable trouble as it originated. I added a bill in the State, and the bill was amended in the House after it passed the Senate. That House amendment did give authority. I know that was a very strong departure from our historical tradition of not having military serve as a quasi-law enforcement.

Of course, something arose out of bitter experiences with that in this part of the region, this part of the country; after the War Between the States, where the military actually were law enforcement officials and were making arrests and executing criminal authority. I do not think that we want to go that far. I am delighted to hear you say that you don't think from a law enforcement point of view, you need to go that far.

Mr. RINKEVICH. I agree.

Senator NUNN. I want to congratulate you, Mr. Rinkevich, for a superb job in Florida. I have had hearings down in Miami, similar ones to the ones we're having here. I know that that problem was almost unprecedented in scope and magnitude. Even though there is a spillover in this region, we're going to have to deal with it. That is one of the things we want to foreclose on this morning. I think it was absolutely necessary in the Miami area. The bad guys were really in control, and I think you have evened up the odds, and you have a long way to go. I'm sure we will follow it with great interest and try to assist in any way.

Our next witness is Raymond Vinsik, who is the special agent in charge of the Atlanta Division of the Drug Enforcement Administration. Mr. Vinsik, I know you have a statement. We want to thank you for being here. We want to thank the cooperation of your entire staff, including Mr. Frank Shults of the DEA in the Washington office for assisting you, and we look forward to receiving your statement.

[Whereupon, the witness, Raymond L. Vinsik, was duly sworn.]

TESTIMONY OF RAYMOND L. VINSIK, SPECIAL AGENT IN CHARGE, ATLANTA DIVISION, DRUG ENFORCEMENT ADMINISTRATION

Mr. VINSIK. Senator Nunn, would you like me to read through the whole statement, or would you like me to summarize it?

Senator NUNN. Either one will be fine. Whatever you prefer.[1]

Mr. VINSIK. Senator Nunn, thank you very much for inviting DEA and allowing us to appear at this hearing.

Basically, I think you have already read the statement, which briefly summarizes the problems; and hopefully, let you ask some questions that we could possibly answer.

I am the Special Agent-In-Charge of the DEA Atlanta Field Division in the State of Georgia. We have a total of 26 agents onboard and 2 to arrive between December of this year and January of next year. We have 23 in Atlanta, 1 in Columbus, and 3 in Savannah. The Savannah office will be increased to 4 special agents at the end of this year.

Senator NUNN. You've got three agents on the whole coast of Georgia; is that right?

Mr. VINSIK. Yes, sir.

Senator NUNN. The Savannah agents have to cover the whole coast?

[1] See p. 70 for the prepared statement of Raymond L. Vinsik.

Mr. VINSIK. Yes, sir, they do, with help from our Charleston, S.C., office, which comes down and lends assistance.

Senator NUNN. How many do you really need on the coast of Georgia?

Mr. VINSIK. Well we certainly need more than what we have. But we also have the addition of 31 FBI agents who are stationed in the southern part of Georgia, out of the Savannah FBI office. During the last several months, they are increasingly getting into drug investigations and have been very helpful.

Senator NUNN. So that's been a big addition?

Mr. VINSIK. Yes, sir, it has.

Senator NUNN. Thank you.

Mr. VINSIK. The nature of drug abuse in Georgia is one of great concern to me and I'm sure your subcommittee.

Indicators are that methaqualone is fast approaching marihuana as the most dangerous drug abuse by the people in Georgia. According to statistics, reported in the Drug Abuse Warning Network (DAWN) Report, emergency room hospital entries show that there are more people now going in for methaqualone than any other drug. This shows the seriousness of that drug.

The most pressing enforcement priority in the Atlanta Division at the present time is the smuggling of multikilogram shipments of cocaine by air. One area in particular, which includes northeastern Georgia, eastern Tennessee and the western sections of both North and South Carolina is especially attractive to air smugglers as is dramatically illustrated through the recent increase in seizures, which include a seizure of 614 pounds of cocaine near Sevierville, Tenn. in March 1981; a seizure of 1,243 pounds of cocaine in Cleveland, Tenn. on July 11, 1982; and a seizure of 654 pounds of cocaine airdropped in a pasture in Ellijay, Ga.; and the recent seizure this morning of 640 pounds of cocaine, which is a joint DEA–FBI investigation.

Senator NUNN. We welcome you telling us anything more about that, whatever you can tell?

Mr. VINSIK. Early this morning, an aircraft came into an airport loaded with 640 pounds of cocaine. We seized the aircraft and four cars, and arrested seven individuals. There are still some individuals that we are currently looking for.

This is a seizure of enormous magnitude. It's hard to believe that someone would attempt to bring 640 pounds of cocaine into Georgia. During the last year and a half, we've seized a total of approximately 3,000 pounds of cocaine in and around Georgia, including the Tennessee seizures. Those Tennessee seizures involved violators from Georgia so they were actually Georgia initiated seizures.

Senator NUNN. What is the street value of 600—you say 14 pounds?

Mr. VINSIK. 640 pounds.

Senator NUNN. What is the street value of 640 pounds of cocaine?

Mr. VINSIK. It would be about $100 million.

Senator NUNN. When you say 3,000 pounds have been seized of cocaine in the last 12 months, is that right, last 6 months?

Mr. VINSIK. About the last 18 months.

Senator NUNN. Do you have any way of computing or estimating the amount of cocaine consumed in Georgia, say in an 18-month period?

Mr. VINSIK. No, sir, I have no idea of the amount consumed. One of the problems facing us is in trying to determine what is happening to this cocaine once it enters the State; is it for domestic consumption, or is it going throughout the United States?

Senator NUNN. Well that quantity—wouldn't you tend to believe that this is the distribution point of cocaine elsewhere? Georgia is?

Mr. VINSIK. Yes, sir. My estimate, and based somewhat on knowledge and somewhat on a guess, is that Georgia is a vast distribution point for illegal cocaine and methaqualone going to various cities throughout the United States. Because of our roads and certainly our Hartsfield International Airport, which has airlines going to every city in the United States, it's a very convenient place from which to distribute drugs.

For the last several years, the marihuana traffic has been, by far, the largest illicit industry in this area of the Southeast. In fiscal year 1981, DEA Atlanta Division seized 526,585 pounds of marihuana. Out of that, 95 percent was seized in the coastal area of Georgia and South Carolina. We refer to "coastal area," because traffickers coming into Georgia often attempt to enter through the coast of Charleston, S.C. Even though the seizure will show that it was in Charleston, S.C., it may have been intended for a Georgia customer. So we have to put both of them together.

In fiscal year 1982, we seized 318,851 pounds of marihuana within the Atlanta Division, 172,000 pounds of which resulted from marine interdiction efforts in Georgia and South Carolina coastal areas. At the same time approximately 337,000 pounds of domestic marihuana were seized, primarily by the Georgia State Patrol. They've done an excellent job in interdicting marihuana in coastal areas of Georgia.

The bulk of the methaqualone traffic in Georgia is smuggled by air from Colombia, South America, or from Miami.

We, too, have a heroin problem in Georgia. Atlanta, Savannah, and Columbus, Georgia, are the three major cities that involve heroin traffic. It's not a major problem for the entire State, but it is a centralized problem for those three cities. It is something that we are mindful of and attack wherever we can. It probably only counts for 5 to 10 percent of DEA's manpower and time.

Recently in Atlanta, a major heroin operation, "Red Light," was completed in which we arrested 48 individuals and charged them with the sale of heroin. Basically, it was a widespread heroin organization in Atlanta, receiving their source of supply from New York City.

We have had a tremendous amount of clandestine laboratory activity in Georgia. These labs manufacture MDA, PCP, and methamphetamine. Out of the Atlanta DEA office during fiscal year 1982, we seized a total of 22 laboratories, 8 of which were in Georgia. The rest of those were made from leads which resulted from investigations within Georgia. So actually we eliminated over 22 laboratories, which is a very large number of laboratories. These labs manufacture drugs that are mainly meant to go to the youth of the country and not to the adult user market.

We had a slight problem with LSD in Georgia, again primarily in Columbus and some in Atlanta; although, the problem is limited. We hope it doesn't get any larger because that's one of the worst drugs we've faced in this country in a long time.

Again, I would like to thank you and the other subcommittee members for your help with the laws, especially the revision of the posse comitatus statute, which has been a great help to drug enforcement, particularly in Miami. We work a lot with Miami and we do benefit from what they're doing in Miami. I'd like to open it up for any questions you may have.

Senator NUNN. Well you already touched on my first question. What effect has the task force crackdown in Miami had on your operation in trying to keep drugs out of the State of Georgia?

Mr. VINSIK. Well, we've been trying almost on a daily basis to determine exactly what effect the Miami Task Force has had on Georgia and the rest of the DEA offices. We supply information to headquarters on a daily basis and still have not come up with an exact answer to the question.

I think we will be able to find out this November and December, which is when large quantities of marihuana are transitted from South America. If it keeps coming in as they have in the past, it will give us one idea.

Senator NUNN. What has the street price, say, of marihuana done since the task force was created?

Mr. VINSIK. Basically in Georgia, it has remained the same as it was prior to the task force. We have not had any noticeable increase or decrease.

Senator NUNN. What about the street price of cocaine in the last 8 to 10 months? Have you seen any difference in that?

Mr. VINSIK. There has been a slight increase in the wholesale price of cocaine. The street price has remained almost stable because traffickers have just cut a little more and sold a lower grade of cocaine to keep the price constant. But we have noticed an increase in the price of the bulk amounts of cocaine.

Senator NUNN. Of bulk cocaine?

Mr. VINSIK. Yes, sir.

Senator NUNN. If you have a kilogram or more, you now pay probably $5,000 to $10,000 more a kilogram than say 8 months ago. In other words, they're cutting down the purity of the cocaine on the street and keeping the price about the same?

Mr. VINSIK. Yes, sir.

Senator NUNN. That amounts to an increase in price, in effect?

Mr. VINSIK. Yes, sir, it does.

Senator NUNN. How about quaaludes? Have you seen any difference in the price?

Mr. VINSIK. Yes. The price of quaaludes has gone up. I think it is because of the upcoming change in the law in the State of Georgia, which is going to make methaqualone a schedule I drug, which will basically make it illegal for anyone to have it in the State of Georgia. It was passed in the State legislature and becomes effective this November.

Senator NUNN. What is the Federal law on that?

Mr. VINSIK. Federal law places methaqualone in schedule II, which means is does have medical use. Methaqualone is not in the same category as the State of Georgia law.

Senator NUNN. Would it be better as a schedule I drug at the Federal level?

Mr. VINSIK. Senator, I'm not capable of answering that question. I think it would take a medical expert to determine whether there's medical value to methaqualone or not.

Senator NUNN. Have you seen any difference since the task force was set up, in the boat traffic off the Georgia coast? Have we had an increase in the pattern of boat traffic to bring in illegal drugs as they go around Florida, or are they going further north once they make the big swing?

Mr. VINSIK. We see them going further north. We've had a decrease in the boat traffic in and around Georgia and South Carolina. Again, we believe that some of the ships are going further north. We believe that the task force, just by its presence, may be curtailing some ships that would have come to the Georgia coast or South Carolina coast or even venturing this way.

Senator NUNN. So that task force effort in Florida probably has helped in Georgia, in the sense that less boats are coming here now; and once they try to get ahead of the task force, they go ahead further north?

Mr. VINSIK. Yes, sir. That's my belief.

Senator NUNN. What about airplane traffic since the task force was set up?

Mr. VINSIK. We have had a tremendous increase for both cocaine and marihuana air smuggling. We're finding that marihuana is being transported to Georgia, not only from Colombia, but also from Jamaica, which is a shorter air distance route and requires a smaller aircraft.

Senator NUNN. Do you attribute that increase in air traffic with illegal drugs coming in Georgia to the task force effort, or is that something that's independent of that?

Mr. VINSIK. Again, there's no real definite information at this time that that's the reason for it. But logical sense would say that traffickers are changing their patterns and methods due to the intense enforcement action in Florida.

Senator NUNN. Would you just surmise that perhaps they are increasing air traffic because of that?

Mr. VINSIK. Yes.

Senator NUNN. Have you had any change in the nature of drugs coming in; that is, marihuana is heavy and bulky and so forth. Have they moved to drugs more like quaaludes and cocaine and less marihuana, or is marihuana coming in by air, too?

Mr. VINSIK. No. We're still getting an awful lot of marihuana coming in by air. It's just in smaller loads, as opposed to a boat which would bring in 30,000 or 40,000 pounds, we are seeing aircraft with 500 or 1,000 pounds, which incidentally, is a very worthwhile venture for a trafficker.

Senator NUNN. What about the homegrown variety of marihuana? What has happened in the last couple of years in terms of the growth of marihuana within the State of Georgia?

Mr. VINSIK. What we're seeing is probably a great escalation of the growth of marihuana, domestically, in the State of Georgia. This year alone, the State patrol has seized 337,000 pounds of domestic marihuana in Georgia. That's really only from a limited number of counties that they flew their helicopters over. We have no idea of how much

domestic marihuana was actually grown in the State of Georgia during this year.

We also had the problem that part of the State has a double harvesting season, where you can actually plant two crops of marihuana and harvest two crops because of the climate here. It's almost identical to Colombia, as far as the two-crop system.

Senator NUNN. Does marihuana require a lot of rainfall?

Mr. VINSIK. No, sir. It's a very strong plant. Once it gets started growing, it does require some watering but not a lot. It grows very strong, and it's very, very hard to get rid of it.

Senator NUNN. What are you doing to combat homegrown marihuana in Georgia?

Mr. VINSIK. DEA furnishes intelligence to the Georgia State Patrol, and we fund some of their activities. We also run training classes for various pilots from various States for identifying marihuana from the air.

Senator NUNN. Is DEA able to furnish any kind of air surveillance of the State, any kind of comprehensive air surveillance to spot marihuana? Who does that?

Mr. VINSIK. No. Normally, that's almost all done by the Georgia State Patrol in their helicopters. I believe they have seven helicopters that are involved in the spotting of marihuana.

The DEA has one aircraft in Atlanta, Ga., and one aircraft in Charleston, S.C. Those are normally busy on an almost 24-hour-a-day basis.

Senator NUNN. What is happening to the aircraft that are seized, like the one that was seized in LaFayette last night? What happens to that as a matter of practice?

Mr. VINSIK. Normally, we would have to determine if there was a lienholder on it or an innocent third party. If it was a leased aircraft, it would be given back to that person. If it was the violator aircraft, it would eventually go through the court system and be turned over to the Government for use or sale.

Senator NUNN. Do you have any recommendations that might help in terms of increasing the air surveillance within the State of Georgia for domestically grown marihuana?

Mr. VINSIK. I recently visited Mr. Rinkevich and found out about their E2C's and their—I guess they call it—"Fat Albert," which is their radar hook in the sky. Having a radar system like that for a Georgia coast, I think would be a great help to Customs, us, and all other law enforcement in the State of Georgia to track some of these aircraft to come in.

Senator NUNN. Where did the "Fat Albert" come from that they're working with in Florida?

Mr. VINSIK. I believe that's an Air Force radar-type base.

Senator NUNN. Has anyone initiated a request to the military for this kind of equipment in Georgia, to your knowledge?

Mr. VINSIK. No. Except Gordon Rayner, the resident agent in charge of our Savannah office, who has one request pending before the military.

The customs airway, which has the use of the helicopters based in Georgia, I believe they are in a process of receiving the Army

prototype of the Blackhawk helicopter to aid in their enforcement efforts within the State of Georgia.

Senator NUNN. How serious is the look-alike drug problem in the State of Georgia?

Mr. VINSIK. It's a very serious problem because it affects the youth of the State. They get and take look-alikes, thinking they are real drugs, and take four, five, six, or seven of them. If they ever get their hands on the real thing and take the same amount, they'll end up in the hospital as one of our statistics.

Look-alikes may, in fact, be more dangerous than the real thing just for that reason. Kids take them and abuse them. And all of a sudden they get the real thing; then they're in the hospital.

Senator NUNN. Is that a growing problem in the State?

Mr. VINSIK. It was for a while, Senator, until the State has recently done some work to try to curtail it. But we've had advertisements coming out in the mail from all kinds of corporation executives, advertising these drugs and offering to sell them in the mail. There was really quite an advertising campaign to sell them.

Senator NUNN. What would be the principal drug of abuse in the Savannah area?

Mr. VINSIK. Savannah, I think, the drug of choice would be cocaine, as far as the affluent business jet-set-type person. Marihuana would still be the drug of preference for the youth.

Senator NUNN. How much activity have you had in the State of Georgia in the area of "money laundering"? How much of your investigative resource goes to going after the moneychangers?

Mr. VINSIK. We do have several investigations, but I would prefer not to comment on them at this time.

Senator NUNN. That is an area that you're involved in?

Mr. VINSIK. Yes, sir, very much so.

Senator NUNN. How about in the firearms traffic? Have you had anything comparable to what they've had in south Florida, in terms of machineguns and other lethal weapons?

Mr. VINSIK. We have had several cases involving weapons, and we work closely with Rufus Emery, the Special Agent in Charge of the BATF Atlanta office. We have meetings at our office concerning joint investigations.

Senator NUNN. How much activity have you had in terms of coordinating with the military in Georgia since the posse comitatus statute was amended?

Mr. VINSIK. Very little as far as working together on investigations. We've done a lot of the training of military personnel, giving instructions to them on drug abuse and how to work on drug cases within the military confines.

Senator NUNN. How about surveillance and use of military equipment and all of that? They've done so much in Florida. Have you received any kind of similar requests for military assistance in drug effort?

Mr. VINSIK. Only on a very limited basis, Senator. That was, basically, borrowing a shortwave radio to utilize on a one-boat investigation.

Senator NUNN. What is the reason we don't have more coordination with our Federal agent in the military here in Georgia? Is there

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a reason? Does that policy decision have to be made in Washington or——

Mr. VINSIK. Well, most of the requests that we make have to go through Washington. The changing of the law is so new to us. We're just now getting geared up to utilize the military equipment that they have. I think the military is getting geared up to cooperating with law enforcement.

Senator NUNN. Whose responsibility would that be? Where should the initiative come from in terms of that cooperation? Is it your responsibility or the responsibility of Washington to give you that authority?

Let's say, you wanted to work with either the Navy, Army, or the Air Force that is stationed in Georgia, and ask them for assistance. Who should take that initiative?

Mr. VINSIK. It would be my responsibility to see that I have need for a certain type of equipment or military service and go to that base and talk to them about getting it. If there is any conflict, it probably would have to go to a Washington level for resolution.

Senator NUNN. Do you understand now what resources might be available?

Mr. VINSIK. Yes, sir. We have gone through several of the bases and talked to military installations there, and equipment they do have that may be compatible, such as night vision scopes and equipment like that that would be beneficial to us.

Senator NUNN. How about some form of E2C aircraft or AWAC aircraft or some other form of surveillance equipment? Have you determined whether that is feasible, as far as the Georgia coast is concerned?

Mr. VINSIK. No, sir; I haven't. I think that would be of such magnitude, it would have to be at the Washington level to discuss that.

Senator NUNN. Is the problem with air traffic in Georgia serious enough to warrant that kind of cooperative effort?

Mr. VINSIK. I believe that it's serious enough to warrant any effort we can put forth to stem it or stop it.

Senator NUNN. Well I would certainly offer my assistance in being able to stimulate some action in Washington; if you let me know what it is you need, and how far your discussions have gone. It seems to me that would be an area that we could make some progress, particularly on the air traffic situation.

Mr. VINSIK. Yes, sir; we could. Now that's basically, a full-time cooperative effort with U.S. Customs Service. They're really the ones that plan our radar and get the information and do the physical and actual chasing of a plane coming through.

Senator NUNN. That would be something that the customs service would be requesting rather than DEA?

Mr. VINSIK. I think DEA would request along with customs to have it done and show a need for it being done.

Senator NUNN. I assume you're talking to your counterpart in customs along that line?

Mr. VINSIK. Yes, sir; we are.

Senator NUNN. Who is the head of customs that you deal with?

Mr. VINSIK. In Savannah, it's Mr. Moore. In Atlanta, it's Mr. Robinson.

Senator NUNN. Well we will be in touch with them. Unfortunately, because of the time, we're not able to hear their portions. I realize the vital role customs plays, and I realize the vital role that ATF is beginning to play and the FBI and Internal Revenue Service. It is enormously important, and I do hope to follow up on that.

Mr. VINSIK. If I could add one thing, Senator. We've had a lot of success, due to the recent change of law, with the Internal Revenue Service.

We have had four or five extremely difficult joint investigations going on with IRS, and all have been very successful. I think it was because of the legislation you passed that IRS is finally easing up and being allowed to work with other law enforcement agencies. They really are working very hard with that.

Senator NUNN. I think that was equal with the posse comitatus statute, in particular, on the class I and class II violators. Do you agree that it will have an impact?

Mr. VINSIK. Yes, sir; I do. Every class I or II violator should also be a task force investigation. There's no doubt that they violated Internal Revenue laws.

Senator NUNN. That effort has been stimulated by IRS in recent months then?

Mr. VINSIK. Yes, sir; it has. They have been pushing to get into investigations because of the legislative change, and they had being held back so long.

Senator NUNN. I think that it's the hardest bill I've ever gotten passed, between the lobbying against it and the lobbying for it. We passed it three times, I think, before we ever got it through the congressional committee. Finally, it has come about.

Also, I think the attitude change came about because of a lot of hearings we had showing the problems. But for 3 or 4 years after the 1976 tax reform, IRS was simply out of business. There was a lot of good people who were very frustrated because of the tremendous potential they knew they had, yet they were unable to be involved.

Mr. VINSIK. Yes, sir. We include IRS on any major ad hoc type of task force we have.

In most cases, it was because of the shortness of manpower. Really it's a combination of DEA, FBI, IRS, GBI, and Cobb County or local authorities. All investigations of any magnitude done in Georgia are cooperative ventures. I think, basically, the Georgia law enforcement gets along very well and cooperates very well.

Senator NUNN. Well, I want to thank you for being here. I want to thank both of you for the excellent work you have done and hope you will stay in touch with us, as we can be of some assistance.

Mr. VINSIK. Thank you very much, Senator.

Senator NUNN. Our next witness is Larry Thompson, who is the U.S. attorney for the northern district of Georgia.

[Whereupon, the witness, Larry Thompson, was duly sworn.]

Senator NUNN. Mr. Thompson, we're delighted to have you here. I know that you were just recently appointed attorney general of

Georgia. You have an excellent background and an outstanding reputation. We are delighted to hear from you this morning.

TESTIMONY OF HON. LAWRENCE D. THOMPSON, U.S. ATTORNEY FOR THE NORTHERN DISTRICT OF GEORGIA

Mr. THOMPSON. Thank you, Senator Nunn and distinguished members.

I welcome the opportunity to appear today to discuss the President's new program to combat drug trafficking and organized crime. We in the law enforcement community understandably are excited about this important new initiative against crime.

My remarks this morning will be necessarily brief and general in nature. The simple fact is that the details of the program announced by the President on October 14 are still being worked out as we sit here this morning. In fact, I will be leaving for Biloxi, Miss., tomorrow to participate in planning and strategy sessions with 11 other U.S. attorneys whose districts are within the boundaries of the area covered by the southeastern task force. Although there has been considerable speculation in the press and elsewhere with respect to the specific workings of the new program, many of the details of the new program are yet to be formulated.

In summary, the new law enforcement program will supplement existing Federal law enforcement efforts with 12 regional task forces headquartered in major cities of the United States. These new task forces will build upon the success and experience gained through the activities of the south Florida task force on crime, which were addressed to us this morning by Mr. Rinkevich, how the south Florida task force is the continuing force, making a total of 13 task forces.

These regional task forces will have as their principal focus organized criminal groups trafficking in drugs. In particular, the task forces will have as their No. 1 priority the interruption and elimination of organized drug trafficking rings. The task forces will not be a substitute for existing organized crime strike forces which will continue in force. Obviously, there will, however, be close coordination between the task force and strike force efforts.

The task force covering the southeast sector of the United States will be headquartered in Atlanta. At this point, we have no reason to believe that the Atlanta-based task force will depart in any significant respect from the other task forces. This means that, in addition to existing Federal law enforcement resources presently available, there will be approximately 20 new Federal prosecutors and approximately 100 new Federal investigators made available to us, their activities to be coordinated by the task force.

Senator NUNN. May I ask you one question here?

The new task force was a special task force dealing with primarily narcotics, according to all the information we have?

Mr. THOMPSON. Yes, sir.

Senator NUNN. The new task forces which have been announced by the President deal with organized crime and narcotics; is that right?

Mr. THOMPSON. The new task forces will have as their principal focus, organized criminal groups which traffic in drugs.

Senator NUNN. So it will focus on drug activities by organized criminal groups, mainly?

Mr. THOMPSON. Yes. It will not be a duplication of the organized crime strike force.

Senator NUNN. Don't the strike forces that are already in existence get into organized crime as well as other organized criminal activities?

Mr. THOMPSON. Yes. It's not getting nearly far enough involved in the organized crime activities. I think as you all look at where you're going with these task forces, you ought to probably take a look at some of the criticisms of the existing strike force concept.

It seems to me, we've got a real administrative challenge here. You got the U.S. attorney heading up efforts, and you're going to have a new coordinating mechanism by U.S. attorneys with existing resources. You got strike forces going out to organize crime, and you got the task forces going out to organize crime with drug connections.

It seems to me that you're going to have a real organizational challenge to prevent duplication and to prevent these from getting in the way of coordination between all the agencies. Because you're going to have three different mechanisms in each region, all of them having that duplication responsibility.

We're going to be working very hard between now and December with the U.S. attorneys within the southern region task force, so we can properly structure the efforts of the task force within this region.

Senator NUNN. Will the strike forces be barred from investigating organized crime and drug activity when the new task forces come in?

Mr. THOMPSON. I don't think the strike forces will be barred from investigating such activities, but certainly they will require a close coordination, so we can avoid the problem you just described. It is a duplication of the Federal effort.

Senator NUNN. I'm not sure I envy your coordinating role. I've seen pronouncements come down on implementing this. It becomes a major administrative task.

Mr. THOMPSON. I must say so, Senator, I have at least, within the past couple of weeks, telephone contact with the other U.S. Attorneys within the other 11 districts in the southern region. I am just overjoyed by the cooperative response I've gotten from all of them and hopeful that they will facilitate my administrative and coordinating efforts on this.

Senator NUNN. Go ahead with your statement.

Mr. THOMPSON. The investigative resources will be drawn about equally from the Department of Justice; that is, the FBI and DEA, and from the Department of the Treasury, primarily the Internal Revenue Service, the Customs Service, and the Bureau of Alcohol, Tobacco and Firearms. As in south Florida, we will also seek the support of the Department of Defense and the Department of Transportation; particularly the Coast Guard, in task force activities to the extent that resources and current law permit.

On this point, let me note that we, in the law enforcement community, recognize the key role which Senator Nunn and the Permanent Subcommittee on Investigations played in laying the foundation for, and securing the enactment of, the Posse Comitatus Amendments enacted last year as Public Law 98–86. The Posse Comitatus Amendments have substantially enhanced the ability of the military

to assist civilian law enforcement officials, particularly in the fight against narcotics trafficking. This law, and the more recently enacted tax disclosure amendments authored by Senator Nunn, will be of enormous assistance to us in the months and years ahead. Thank you.

At present, we expect that the regional task forces in Atlanta and other key cities will be relatively autonomous units, structured and operating in the manner calculated to address the problems of the different regions. For this reason, the Houston and Chicago task forces have tentatively been designated as prototype regions. The U.S. attorney in Houston, in cooperation with other Federal law enforcement officials in the area, has been directed to develop a task force plan and structure for a coastal area where enforcement efforts will include a major drug interdiction component; comparable officials in Chicago have been directed to develop a task force plan and structure appropriate for interior regions of the country, which sort of point to the aim which you alluded to, Senator.

Senator NUNN. I think there's going to be some real distinctions between the task forces because of the geographical nature of them. I hope those distinctions will be recognized in all regions. I don't think that makes any sense from the Nation's point of view.

Mr. THOMPSON. These plans will be subjective to intensive review and modification by officials in Washington in the coming weeks. Of course, our final organization here in Atlanta will probably more closely follow the Houston structure, due to the emphasis which we must place on interdiction of air and sea traffic.

As for the prosecutorial effort, this will be coordinated through expanded U.S. attorney offices rather than through replication of the independent strike force prosecutorial offices. I expect, therefore, to be extremely busy in the months ahead.

As the President announced, the task force program is comprehensive in nature. We plan, for example, to expand a number of existing Federal correctional institutions to accommodate the increased prison population we expect to result from this new enforcement effort. Although no final decision has yet been made as to particular facilities to be expanded, the Federal prison in Atlanta is one being examined from the standpoint of possible expansion. Initial plans are to provide space for an aggregate of 1,260 additional Federal inmates for the Federal prison system as a whole.

Of course, this new enforcement effort will likely unfold in stages with expansion of investigative resources preceding expansion of prosecutorial resources, in recognition of the fact that there will be a lag between the time additional criminal cases can be initiated, and the time they reach the prosecutorial stage. As the program is phased in, it will likely develop that additional judicial resources will be required. In this regard, the Department of Justice has strongly supported Federal judgeship legislation presently before the Congress.

In short, Senator Nunn, we are hard at work putting the details of this new program together; but we intend to develop a comprehensive and effective program that will roll back the rising tide of drugs and organized crime which threatens our society.

The President has given this effort his strong personal commitment, and the Attorney General has been giving, and will continue to give,

this effort his close personal attention. This high-level support, of course, is vital to the success of our mission.

Finally, I would note that the administration will be sending proposed amendments to the 1983 appropriations bill to the Congress when it reconvenes in November, to fund the cost of this expanded effort. Assuming the Congress approves our funding request, we hope to begin training additional investigators and prosecutors as early as January. While it would be pure guesswork as to when the new program can be fully operational, I can assure you that we will endeavor to have every component to the plan fully in place at the earliest possible date consistent with judicious regard for the effective use of the taxpayers' money.

Everyone associated with this new program recognizes the urgency of the problem we face and is committed to striking quickly and striking hard at the criminal enterprises which threatens our very existence. As the Attorney General recently stated, "This Nation has been plagued by an outbreak of crime unparalled in our history and unequaled in any other free society."

We know the members of this panel today share our commitment to attacking this massive national problem; and on behalf of the Department of Justice, I appreciate the concern you have demonstrated by conducting this hearing today.

I will be pleased to attempt to answer any questions you may have but would ask once again that you bear in mind that many of the details of this program are still being formulated in the preliminary stage.

Senator NUNN. Thank you very much, Mr. Thompson.

Senator Roth in his statement, which has already been made part of the record, he asked this question which I think is an excellent question.

He says, "Is $200 million, as large as it may seem, enough money to fight an industry estimated to make over $80 billion and probably close to a hundred billion per year." That's a policy question that I know has to be determined in Washington. But I mentioned earlier in the hearing, and I think this is something to keep in mind because I have seen announcements made by the President that are sometimes ignored down the line, particularly when you get overly involved, and particularly when you have got a $150-billion deficit staring you in the face.

If you look at this record here in 1982, the administration requested $20 million more for the FBI. This was the administration's request as of September 1980–81 for fiscal year 1982, plus $20 million for the FBI minus $10 million for the Drug Enforcement Administration, minus $40 million for Customs, and minus $110 million for the Coast Guard.

In 1982, that same fiscal year, Congress increased the FBI beyond what the administration has already requested and added $13 million. Congress increased the DEA by $40 million, Customs by $80 million, and the Coast Guard by $600 million.

In 1983—that's the budget we're dealing with when we get back in December—the administration—and this is based on the enacted congressional level rather than the previous administration's request—requested $32 million additional for the FBI, $5 million additional for

the Drug Enforcement Administration, minus $28 million for Customs, and minus $300 million for the Coast Guard.

Now if you add all those together, you get a net decrease in those four key agencies in this year's budget request that we will be dealing with in December of minus $291 million.

Now the administration is going to come forward with a supplemental of plus $200 million and create 12 new task forces around the country. I applaud that. I think that's a strong move. I think the President is dedicated to it as is the Attorney General. But somebody better get out the pencil and do their arithmetic. It doesn't take an economist to figure out that there will be a net decrease in those four agencies. If ever Congress adds the $200 million supplemental, which I believe we had to, there will be a net decrease of $91 million to $100 million for fiscal 1982, unless Congress goes far beyond the administration's request which again, I think Congress will do.

It's very important if we're going to have an effort here that really deals with the problem; if we're going to implement what President Reagan obviously wants to be implemented, we have to go and tell them look, this doesn't add up. We can't create 12 new task forces around the country with $91 million less than we had the year before, unless somebody all of a sudden uncovers a great deal of resources that I don't know anything about. So these numbers become very important. They're boring. They don't attract much attention. But when we get down to funding this kind of effort, somehow the money has got to be there.

Mr. THOMPSON. Let me respond to your question, Senator, if I may.

As a law enforcement official in the field, I don't know if $200 million will be enough. But I do know that we in the field are anxious to have a concerted effort in this illicit trade in drugs.

One thing we are worried about is the new task force activity will not result in a reshelving of personnel. It will mean an additional increment in the law enforcement officials, designed to attack the illicit drug trade.

As I understand it, the first year funding will create between 1,100 and 1,200 new law enforcement positions. That's very important that we're getting new people to fight the drug trade, and that will hopefully give us a leg up on the illicit drug trade in the region, just as the success of the south Florida task force has helped demonstrate it. That kind of concerted activity on this problem can be very helpful.

Senator NUNN. Well, you would agree that the Coast Guard and the customs are key markers in this activity, would you not?

Mr. THOMPSON. I would agree, given the wide coastal areas involved in the southern region of the task force.

Senator NUNN. I think, frankly—and this doesn't apply to just the Reagan administration, it applies to the previous administration, and it also applies to Democrats and Republicans—the Coast Guard has been given the most enormous increase in responsibility of any of the Federal agencies. I don't see how the Coast Guard has done as much as they have done. But I do believe it's important to recognize that the Coast Guard itself has got to have the resources if they're going to deal with this drug problem.

What about the law enforcement agencies? Do you expect to have them involved in the Atlanta task force?

Mr. THOMPSON. Initially, Senator, at the Federal level, the task force will be composed of approximately 50 agents drawn from the Department of Justice and drawn equally from the FBI and DEA.

The task force would also initially be composed of approximately 50 agents from the Department of Treasury; that is, the Department of Customs, the IRS, and the ATF.

Senator NUNN. Will most of the people be housed in Atlanta as their headquarters, or will they be spread throughout the other States in the region?

Mr. THOMPSON. Atlanta will be the headquarters, Senator Nunn. Exactly where the task force will personally be housed, has not been decided.

We will hope that the task force activities will be mobile enough, so that we could quickly deploy personnel and equipment to where the problem is within our region and would not be inflexible if a severe problem should occur.

Senator NUNN. What is the plan implementation date that you have in mind for this task force?

Mr. THOMPSON. As I mentioned in our statement, we hope to have the task force operational at least at some low level by January of 1983. But we would, hopefully, like to have it fully operational no later than March or April of 1983.

Senator NUNN. I assume that depends on the Congress funding you?

Mr. THOMPSON. Of course.

Senator NUNN. That supplemental request, according to your understanding, will be in December, when we're dealing with the appropriations for it?

Mr. THOMPSON. That is my understanding, sir.

Senator NUNN. What about coordinating with the control and currency in FDIC, in terms of survey-type of question investigation? Will the task force do it?

Mr. THOMPSON. We are already doing that on some investigations we have in the northern district of Georgia at present. I think that's a good question, though.

Initially, as I pointed out in my statement, the task force will involve Federal law enforcement from the Department of Justice and Department of Treasury. But I see no conceptual reason why the task force activities are identified that the expertise from other Federal law enforcement agencies not be brought into the task force as needed.

Senator NUNN. How do you visualize coordinating this task force with the State and local law enforcement? What will be the innerplay there?

Mr. THOMPSON. First let me emphasize that the task force—the new task force is not designed to replace any existing Federal or State or local task force. We in the northern district of Georgia, for one, have had excellent cooperation of our efforts and those of various State and local law enforcement officials. I would hope that this would continue with respect to the coordination of the task force.

I am confident that any success that the task force might achieve will largely be based upon a real cooperative effort between the task force and the State and local law enforcement officials.

Senator NUNN. You heard Mr. Rinkevich talk about the fact that the task force had come to new, and it freed up some of the existing resources and existing agencies to go after what he called "long-term problem laundering money".

Now that kind of thing—do you visualize that same kind of interplay in the Atlanta region task force?

Mr. THOMPSON. I certainly do. I think, as I mentioned, one of the principal areas of concern for the new task force will be organized criminal groups trafficking in drugs. I know the efforts of the task force, they will not be at the street level in simple possession cases.

One of the things we will be discussing in Biloxi, Miss., with the 11 other U.S. attorneys is how we will measure the success of the task force. We will need to develop accurate indices of the success of our operation.

One of the things we will be looking at is the task force will be directing at those higher up in the distribution chain of illegal drugs; those who control, supervise, and finance those activities. So we will need to closely monitor that kind of activity.

Senator NUNN. Well I think one thing: if you're going to go by class I, II, III, IV violators, you should probably take, say, a 4-to-5-year look at the history of those prosecutions at the Federal level. You have got to take those statistics on the State level and look beyond the task force itself and what happened with the strike forces, and what happened with the ordinary efforts of the prosecuting attorney and so forth. When you look at it, there is a pool effort, rather than simply how many cases the task force itself makes.

If you start keeping score, based on the task force as opposed to the opposing assisting DEA, and the task force opposed to customs, and the task force opposed to others; you can get into a competitive bookkeeping-type of thing that may be detrimental.

So I would hope that you would look at it broadly as to the region before and after the task force, and that might give you much more of a cooperative attitude that you need. Some competition between law enforcement agencies is healthy. Some competition with the Army and Air Force and Navy and Marines, it can get over the line, where the credit is more important than the overall job.

So setting up—you know—that's one of the things we really never had in the whole law enforcement effort in any kind of detail way. The only time I've ever seen law enforcement come forward and say here are our goals clearly, and here's what we want to be measured against. This is the scorecard. Measure us here in terms of effectiveness.

The same basis as if the price went up, you would know something about supply. If the price didn't go up, you hadn't done much. Based on supply and demand, now whether those are good criteria by which to judge, I don't know. I think you may want to update those and so forth.

But I think it's enormously important as we embark on this program, that you go forward with what you just stated and try to set up some measurements and some goals, so we don't 3 or 4 years from now simply look back on this as another one of those great efforts that fell through.

We've had at least five different reorganizations of the drug effort in this country in the last 10 or 12 years. Every time we reorganized—

and I know this isn't a reorganization, but it is a new effort. Every time we reorganized, if you look at the chart, the drug efforts have gone down for 2 or 3 years, and it's gotten worse. Everything has gotten worse, if you measure. Then 2 or 3 years later, after everything gets set up and people coordinating, it starts going up again, and you have some new initiative. Again it goes down. You can just almost see it on these charts. That's one of the reasons I was delighted when this administration decided rather than to merge the FBI and the DEA, that you set up a coordination between them but not a total reorganization. I felt if they had done that, we would have seen a lot of regressing directly backward.

So we've got a real history here. I would urge you to take a look at it. Our subcommittee had a lot of hearings on it. We've got some publication. We've gone through a lot of historical efforts, and we have announced that we turned the corners on drugs many times in this country, but never seem to have really done it. So you have got a big job ahead of you. I will look forward to assisting you in every way possible.

Mr. THOMPSON. Thank you very much, Senator.

Senator NUNN. Do you have any comments, any legislative recommendations for us this morning?

Mr. THOMPSON. Hopefully, the funding request will be submitted by Congress, and it will be looked upon by you and the other members favorably.

Senator NUNN. Surely, I will do everything I can to facilitate that.

Our next witness will be Capt. John W. Kime, who is the Chief of Operations of the 7th Coast Guard District.

[Whereupon, the witness, Capt. John W. Kime, was duly sworn.]

TESTIMONY OF CAPT. JOHN W. KIME, CHIEF OF OPERATIONS, 7TH DISTRICT, U.S. COAST GUARD, MIAMI, FLA.

Captain KIME. It is a pleasure to appear before this Senate subcommittee. In the interest of time, Senator, I would like to request that my written statement be made part of the record and request permission of the chairman to just summarize my statement and expand on some of the information related by the previous witnesses.

Senator NUNN. That would be fine. We will put your whole statement in the record.[1]

Captain KIME. What I'd like to touch on this morning is a brief overview, before I get into details, of the whole picture of what I'll be talking about. I'd like to summarize our resources that we have available for the drug interdiction effort and stress that the Coast Guard's involvement in the drug program is interdiction mainly of marihuana.

Some of the relocated and additional resources that we've brought to bear on this problem; some of the things we plan to do in the future in the resource area; our relations with the joint task group that Mr. Rinkevich heads up; a little bit about the statistics that we've used in the past; the results we've achieved, not only nationwide but in the Georgia area; and touch briefly, Mr. Chairman, on the results of your initiative with posse comitatus, the clarifications of that act that have made us able to have a more effective operation in the Caribbean; and

[1] See p. 67 for the prepared statement of Capt. John C. Kime.

to touch a little bit on the new resources that we also attribute to your efforts in increasing the Coast Guard; and the surface effect ships that will be in the Caribbean.

At this time, I would also like to thank you, Mr. Chairman, again for the kind words you've had to say about the Coast Guard.

Senator NUNN. Senator Chiles played a major role in that Coast Guard budget on that appropriation committee. So I think he deserves a lot of credit.

It has been very apparent that the Coast Guard for the last 3 or 4 years have been given a lot more duties and less resources. I don't know how anybody can figure that they can do more. You have an enormous job. We want to support you in every way that we can.

Captain KIME. Thank you, sir.

Mr. Chairman, the 7th Coast Guard District is comprised of the States of South Carolina, Georgia, Florida, Puerto Rico, and the U.S. Virgin Islands, and the Caribbean waters off the east coast of the United States—the States I mentioned, and most of the Gulf of Mexico. We do have operations that interface with approximately 24 foreign countries, including Communist Cuba.

The primary resources we have to bring to bear on this drug enforcement problem that are under my operational control are 9 medium endurance cutters, 15 offshore patrol craft, 36 utility-type boats, 12 fixed wing search aircraft, 16 helicopters, and 20 multimission stations. In the State of Georgia, we maintain a 95-foot offshore patrol craft at Priest Landing near Savannah, search-and-rescue law enforcement stations at St. Simons and at Tybee Island, and an air station at Savannah at the Hunter Army Air Facility there.

The 7th District is by far the most active in law enforcement in the entire Coast Guard. Our utilization of surface resources represent 32 percent of the cutter time spent on law enforcement in the entire Coast Guard. Our utilization of aircraft represent 25 percent. When I just listed the resources that we have available to us, I included those that are the ones that are permanently assigned to the 7th Coast Guard District. We have had to bring in resources on a periodic basis from other areas on the east and gulf coast to supplement both these aircraft and vessels.

I mentioned our major law enforcement effort is drug interdiction, and to a lesser degree the interdiction of illegal aliens.

The flow of marihuana from the north coast of Colombia is very adequately depicted up here on the chart. You have the red line going through the Yucatan Channel and through the Windward Passage. Recently, south and to the east of Puerto Rico, there has been evidence of some traffic out in the Anegada Passage.

Our strategy to date, and one that has been very effective, has been to try to interdict the traffic in mother ship lots prior to it coming into the immediate vicinity of the U.S. coast. We try to plug the choke points. This has been, we feel, very successful. We have a natural geographical barrier down there that we try to take full advantage of.

Senator NUNN. I understand you have got a confidential memo here, which we will put in the record, describing some of your activities that you would rather not make public at this time; is that right?

Captain KIME. That's correct, Mr. Chairman. We've provided this for you and your staff for your records. We prefer not to divulge it

publicly right now because it would be of benefit to the druggies trying to bring material in.

Senator NUNN. We'll seal it as an exhibit and close it for the record.

[The confidential memo referred to was marked "Exhibit No. 1," for reference, and may be found in files of the subcommittee.]

Captain KIME. Thank you, Mr. Chairman.

At the end of 1980, as a result of having additional cutters available at the conclusion of the Cuban exodus, we were able to make some significant seizures in the last 3 months of 1980; namely, 65 vessels and arresting 373 persons. So far, total seizures within the 7th Coast Guard District have risen from 90 in 1980, to 118 in 1981, to over 120 thus far in 1982. We have arrested 499 individuals in 1980, 615 in 1981, and already this year, 611. I think most importantly, the amount of marihuana seized has been very significant, in excess of 1,700,000 pounds in 1980. This was due to the availability of the additional cutters, as I mentioned, from the Cuban exodus operation the Coast Guard was involved in.

In 1981, our recovery from this particular effort took a great deal out of us. Our seizure rate, our total, fell in 1981 to in excess of 1,500,000 pounds. I think the increased effort by the Coast Guard starting in January of this year, anticipating the needs for additional effort down in the Caribbean area, we brought additional resources into the choke points. This, I think, enhanced by the very cooperative inner-agency effort stemming from the Vice Presidential task force, resulted in the seizure of in excess of 1,800,000 pounds of marihuana during just the first 9 months of 1982. I think the most significant thing about that figure is that the majority of the seizures occurred in the first 4 months of this year. We've seen, too, a dramatic dropoff in the seizure rate since then. We had a high of 415,000 pounds in January, dropping down to about 27,000 pounds in July. We think, in light of the increase in interdiction resources and the increased cooperative intelligence effort we have here, that this drop-off in seizures is evidence of reduced traffic in the choke point area.

We think this probably is caused by some combination of the following three things: realization on the part of the drug traffickers of the increased risk; the development by them of a "wait and see" attitude in hopes the task force will pack up their bags and go away; and finally, development of either alternative traffic routes or alternative means of transportation, often by air, as other witnesses have stated.

Mr. Chairman, I think the upcoming harvest season, which has just begun in Colombia, will provide us with a very significant challenge. I know it will identify to us any significant shifts in traffic patterns or amounts, should they occur.

Our seizure record for Georgia and adjacent South Carolina over the past 3 years, I think, is interesting. In 1980, we seized six vessels and 92,000 pounds of marihuana. We made 46 arrests. This is just Coast Guard seizures. In 1981, four incidents of marihuana bale recovery, 281 bales, about 8,000 pounds. No vessel seizures. No arrests.

In 1982, as of the middle of this month, four vessel seizures, 47,000 pounds of marihuana, and 35 arrests.

We do not feel that this is indicative of any increased drug activity in this area as a result of the efforts of the Florida joint task group. However, as I previously noted, the present fall harvest is likely to

result in heavier marihuana traffic in the Caribbean. I'd like to stress that the current Coast Guard plans are to increase our interdiction efforts along the northern Florida, Georgia, and South Carolina coasts as an added safeguard against any possible, new or increased traffic in these areas.

The other witnesses have touched upon the successes we have had with posse comitatus. This has resulted in our obtaining several DOD waivers. Developed jointly by the Navy and the Coast Guard were very detailed operations orders that have permitted the Coast Guard to utilize the Navy in towing and escorting seized vessels, prisoner transport, logistics support, such as refueling the Coast Guard cutters, and for airborne and shipboard surveillance, and actually using Navy platforms to place Coast Guard boarding parties aboard.

To assist in the smooth phase of this, the Coast Guard in the seventh district has formed a new tactical law enforcement team [TACLET]. This is a group of highly trained Coast Guard law enforcement officers who have conducted training with the Navy, briefings, and form the nucleus of our boarding teams aboard Navy vessels. I think it might be interesting to point out our methods of operation, Mr. Chairman. I just want to indicate that the Coast Guard supports the previous statements given and we feel that there is no need at this time to extend posse comitatus jurisdiction to provide for arrests by military officers.

Senator NUNN. You do not believe that you need to have the power of arrest in the military?

Captain KIME. No, sir, we don't. Not the Department of Defense forces.

We have tackled this problem by placing Coast Guard boarding teams aboard Navy vessels. They form the boarding parties that go out in Navy small boats and will actually board the drug vessels. At that time, the Coast Guard ensign will be flown from the Navy ship and from the boarding boat. All the law enforcement activity we will undertake will be done by Coast Guard officers.

Senator NUNN. These are people that are trained for this, and they are familiar with powers of arrest, Miranda warnings, and all of that?

CAPTAIN KIME. Yes, sir, they are. We feel they are the cream of the crop that we are putting out. Being a new program in the Navy, we've taken our people who have a great deal of experience, including more extensive training, and put them out on the first Navy ship. Although not contained in my written testimony here, we have just recently taken steps to increase the number of Coast Guard boarding teams that will be available to go aboard Navy vessels. Rather than have them operate just from our Miami office, placed aboard various vessels, we are going to make them readily available to go around the entire Caribbean.

Senator NUNN. If you're a smuggler trying to get a boat somewhere in the coastal waters of the United States, including Georgia, and you see a Navy ship, you can have every reason to strongly believe that there may be Coast Guard personnel on board there? Could they not only apprehend but also arrest?

Captain KIME. That's correct, Mr. Chairman. That's exactly what we're trying to achieve.

I think even more important than that is that any Navy vessel that did not, in fact, have Coast Guard people aboard, would still participate in our sighting and surveillance program and perhaps would pass this information over to Coast Guard units, so we could follow up on the sightings that they make.

Previous witnesses have talked about the three sized drug vessels and the refueling of the two Coast Guard cutters at sea. One additional thing we have done is to place a Coast Guard liaison officer in a Navy air squadron that is doing reconaissance work. That has been very productive from our point of view. It's done in a way that doesn't impact the Navy's primary mission; at the same time, it has helped us tremendously.

We have conducted briefings of key Navy personnel in Norfolk, Va., using TACLET personnel. The response by the Navy has been very positive in this and the attitudes of the Navy commanding officers and crews aboard the vessels where we are placing our boarding teams have also been very, very good. They have been very encouraging to the Coast Guard.

With this, I think that we have got to stress that much of the success that has been achieved in the southeast United States has been due to the efforts of the Southeast U.S. Task Force, headed up by their on-scene coordinator, Mr. Charles Rinkevich. I think this has made a tremendous impact on what we have been able to accomplish. They insure the cooperation of the various Federal elements; DEA, Customs, ATF, U.S. attorney's office, and also the Department of Defense.

I think they made a tremendous impact in facilitating and expediting the utilization of DOD resources, also I think they are very important in the utilization of the resources of the local authorities coordinating our efforts, not only among the Federal agencies but among the local law enforcement agencies. We have had many joint operations with the Federal and local authorities in the Florida area. We've also conducted these up in the northern part of the district in South Carolina and Georgia. We anticipate more of these coming up. We feel that the cooperation shown by the law enforcement officials in the State of Georgia has been outstanding, both local and State. We appreciate this very much and look forward to a continuation and intensification of this cooperation.

We've brought two 210-foot cutters into the 7th district area to assist us in our effort here. One is from New England and one is from the Yorktown, Va., area.

We have three new surface effect ships scheduled to be added to our fleet in Key West. Two of these will be delivered to the Coast Guard at the end of this month. We plan to have them, at this time, in Key West, Fla., by November 4. We plan to commission them and have them operational on November 17. The third vessel we expect to receive next summer. We are locating these vessels, currently, in the Key West area because we feel that's where we have the greatest need for them.

Again, I'd like to point out, Mr. Chairman, that the moneys that you placed in the Coast Guard budget have provided us with funds to buy these vessels. These are very versatile vessels, that will enable us to have much more flexibility down in the choke points.

Our first ones will be used down in the Yucatan Channel. We have the flexibility of using these in conjunction with helicopters aboard medium endurance cutters, utilizing them with—in numbers greater than one and having them supported by mother ships down there. We feel by having several medium endurance cutters and SES vessels there, we will be able to do an even better job down in the choke points.

I think the important thing is that they give us the necessary flexibility. One thing I would like to point out is that we organized these into a division organizational structure. This is done with the intent of making any possible future relocation of these resources to another area in the country, should the drug problem shift, easier to accomplish.

Also, we are using some of the same funding to procure other new offshore patrol boats. We expect to begin receiving these in fiscal year 1984. The current plans, based on the drug situation right now, is to home port these in the 7th Coast Guard District. We have gotten already five of the Falcon jets delivered to the Coast Guard station in Miami. We expect another one very soon.

I might add that we expected them to go operational early next year. We did, in fact, go operational with all of the aircraft this year.

Senator NUNN. Those new resources came about because of the money added in Congress in the Senate?

Captain KIME. Yes, sir.

Senator NUNN. That's what you're doing with the money?

Captain KIME. Yes, sir. We're using it to buy new resources to upgrade our existing vessel capability; buy new additional equipment, more modern equipment.

In addition to the resources that I've just indicated, we've also brought from other areas of the country two additional single-engine helicopters, suitable for operation with the cutters down in the choke points. That will give us a total of seven down in Miami.

A great deal was said by Mr. Rinkevich and some of the other witnesses about the importance of the cooperation of the U.S. attorney. I'd like to second that. I'm going to skip over that part of my prepared testimony, but do want to say that the acceptance rate for prosecution of Coast Guard cases in the 7th district in 1981 was 83 percent. The acceptance rate by the U.S. attorney actually increased in 1982. I think it's very significant to point out that the conviction rate for those cases taken by the U.S. attorney for prosecution was 93 percent in 1982, up from 86 percent in 1981.

We're very pleased with the cooperation of the U.S. attorney down there in scheduling trials in a way that permits our witnesses, who are our key people aboard the various vessels, to remain with those vessels on patrol, by taking their operational schedule into account.

The average sentence received by a defendant in the southern district of Florida is 2.2 years, as compared with 4.1 years in all other districts, including the districts that encompass the State of Georgia. We feel that the type of sentence received by a defendant has a very strong deterrent effect. We'd like to see these increased, if there could be any possible way to do it.

I think we've done a lot to increase—to improve our efforts to interdict illicit drug traffic in the 7th Coast Guard District. We are conducting, on a continuing basis, operations with the other Federal agencies under the auspices of the Federal task force, and also with the local authorities. We are honored to be cooperating very closely in these efforts and in the efforts of the Attorney General—in both this task force and the 12 new ones, and also in the initiative of the law enforcement coordinating the committees that bring all the law enforcement officials together.

We look forward to increasing cooperation with the Department of Defense. We look forward to increasing our efforts in the field of intelligence gathering because we think this is one of the best utilizations of our resources in the future.

I'd like to read the last paragraph of my written statement. I think it's a summary of where we feel we stand right now.

In my judgment, it is too early to tell if we have raised the deterrent level to the point where long-term maritime drug smuggling patterns have changed. As I mentioned, the fall peak harvest should provide us with better insights on traffic trends and levels. However, there is little doubt that our efforts are having an impact. Drug smugglers are being forced to resort to more devious and complex strategies—"disruptions" Mr. Rinkevich called it—including "risk" pay for their crews and the use of highly sophisticated equipment in their attempts to allude us. As we continue to succeed in interdicting and prosecuting more and more of these vessels and the crews, our deterrent effect will increase, and it is our hope that maritime drug smuggling will become too risky to be profitable.

Senator Nunn, thank you very much. I will be happy to answer any questions you or the other members may have.

Senator NUNN. Captain, in terms of resources, what do you have available for the coast of Georgia?

Captain KIME. We have stationed in the State of Georgia, Mr. Chairman, one 95-foot patrol boat in the State, itself. We have an air station in Savannah which has three HH–52 helicopters. We also have a Group in Charleston, north of here and a Group in Mayport, south of here. The initiative that I indicated to you involve all of these resources, also.

We feel that we have to look at the entire northern coast of Florida, the coast of Georgia, and the coast of South Carolina together.

Senator NUNN. Do you see evidence that your task force in Florida has caused more boats to come into Georgia, or do you believe that most of them are diverted northward?

Captain KIME. I agree with the previous witnesses. Our seizure evidence does not give us any reason to believe that there is activity in the State of Georgia.

Our seizure data outside the Seventh Coast Guard District, including the southern U.S. area, in fact, indicates that we see more and more of the traffic going up north; using Bermuda, probably, as a rendezvous point and going up to the area north of that.

Senator NUNN. You don't particularly monitor the air traffic, so you're talking about martime traffic, are you not?

Captain KIME. That's true, Mr. Chairman. Normally, our prime effort is directed toward the maritime interdiction of marihuana. We do get involved with operations such as Greenback, which Mr. Rinkevich talked about, but most of our effort is directed toward the maritime traffic.

Senator NUNN. If I understand your testimony, you are in a position to shift resources to this area, if you found the overall patterns require that?

Captain KIME. Yes, we are, Mr. Chairman. I think one of the key things, in addition to the need for better utilization of intelligence, is in recognition of limited resources, that it's going to be very difficult to work much harder. But, we're going to have to work smarter. A very important part of doing that is having flexibility. As Mr. Rinkevich pointed out in his statement, this is a cat and mouse game of act and react. We, more importantly now than ever, have to maintain a flexible position to be able to move resources into an area such as the State of Georgia, if activity increases here.

Senator NUNN. How many people in the Coast Guard do you have stationed here in Savannah? Do you know offhand?

Captain KIME. We have a marine safety office and air station here in Savannah, Mr. Chairman, and also a 95-foot cutter close by. I can't tell you exactly the numbers we have. There's about 100 total in the State.

Senator NUNN. Thank you for your testimony. I see you've got Jerry Willis out there as your right arm in the Savannah area. Having grown up with him in the middle of Georgia, I know he's had vast maritime experience on the ponds of the Mossy Creek. Anybody that defeats that group in middle Georgia, has got to be good. I know you've got a good man there.

Captain KIME. We appreciate what he's doing.

Senator NUNN. We look forward into helping you in every way possible. Thank you.

Our next group of witnesses is headed by Director Phil Peters of the Georgia Bureau of Investigations. He will be accompanied by Agent Coursey, commander of the coastal smuggling units; and Sheriff Bill Hutson, sheriff of Cobb County; and Chief Harold Craft, of the Marietta Police Department.

I understand that Capt. William Freeman, of the Chatham County metropolitan drug squad is ill today and will not be here.

[Whereupon, the witnesses, Phil Peters, Harry Coursey, Bill Hutson, and Harold Craft, were sworn enmasse.]

Senator NUNN. We will take about a 4-minute recess.

[Whereupon, there was a brief recess at 11:40 a.m.]

[Whereupon, the hearing resumed at 11:45 a.m.]

Senator NUNN. We will begin now. We are delighted to have you here. We know you have a tough job, but you're doing it well. I will do all I can to be of any assistance to you.

TESTIMONY OF DIRECTOR PHIL PETERS, GEORGIA BUREAU OF INVESTIGATION, ATLANTA, GA.; AGENT HARRY COURSEY, COMMANDER, COASTAL SMUGGLING UNIT, SAVANNAH, GA.; SHERIFF BILL HUTSON, COBB COUNTY SHERIFF'S OFFICE, MARIETTA, GA.; CHIEF HAROLD P. CRAFT, MARIETTA POLICE DEPARTMENT, MARIETTA, GA.

Mr. PETERS. We appreciate your assistance, Senator, and for you inviting us to this hearing.

Drug trafficking in Georgia is a popular and highly profitable criminal activity. During the last 16 years, the number, variety and seriousness of narcotic-related crimes have increased each year.

About 7 years ago, drug smuggling from source countries in Latin America became a particularly serious problem for Georgia's law enforcement. Currently, it is estimated that drug smuggling and other forms of narcotic trafficking constitute an illegal business handling in excess of $6 billion annually in the State of Georgia.

Georgia's narcotics business impacts our economy and the physical and mental health of individuals abusing illegal drugs, as well as their families and friends. Increases in violent crimes and the corruption of public officials, including law enforcement personnel, can be attributed directly to the narcotics activity. The GBI, local, and Federal enforcement agencies have conducted numerous successful major investigations over the past several years, but these investigations have not reduced the size of Georgia's narcotics problem.

The continued growth of Georgia's drug problem can be attributed primarily to the following factors: (1) The State's isolated coastline; (2) its proximity to Latin American source countries; (3) the hundreds of unattended airfields and clandestine airstrips; (4) the availability of farmland for clandestine cultivation of domestic marihuana; (5) the enormous financial incentive for criminal entrepreneurs to organize narcotics trafficking ventures; (6) the small number of State and local law enforcement officers allocated to fight drug trafficking; (7) the imbalance in favor of narcotics traffickers in financial and equipment assets; (8) the demand for drugs at the abuser level.

In Georgia, the GBI has helped spearhead the fight against illegal drugs. The agency has been successful given the resources available, but the present resources are not adequate. Without a more intense effort by the GBI and other law enforcement agencies, the situation will deteriorate in the future. This is especially true in those countries which have limited law enforcement resources available. The drug problem is not going to improve until the necessary resources are committed to combat this menace that's threatened the very pillars upon which our society is based.

Georgia's most serious crime problem undoubtedly is drug smuggling and trafficking. The National Narcotic Intelligence Consumer Council estimated that illegal drugs generated approximately $64 billion in retail sales during 1979. During 1981, the cash handled by the illegal industry in Georgia was estimated to be in excess of $6 billion by the Georgia Organized Crime Prevention Council.

Narcotics smuggling involves the clandestine and illegal importation of drugs into the United States directly from the source countries. Factors of geography, commodity, value, availability, and detectability all influence drug smuggling into the country. For example, heroin smuggling is highly organized and structured, while cocaine smuggling is conducted mostly by individuals acting on their own. Marihuana remains a top income producer and is transported by mother ships from Colombia to off-loading sites on the east coast of the United States and by aircraft from Colombia, Mexico, and Jamaica. Increases in U.S. maritime interdiction capabilities have made the Caribbean Islands a primary transshipment point for the South American drug cargos. Mother ship operations now transfer their illicit cargoes to stash points in the islands, and single or twin engine aircraft ferry the narcotics into the Southern United States.

Half of the Asian or middle eastern heroin coming into the United States is known to enter by courier aboard commercial aircraft. The Atlanta Hartsfield International Airport has regular flights from Frankfort, West Germany; London, England; Amsterdam, Holland; and Brussels, Belgium. Intelligence data supplied by the Drug Enforcement Administration indicates that heroin from Iran, Turkey, and Pakistan is being moved through Eastern Europe and Greece into Western Europe and England, following the imposition of new visa requirements from Turkish travelers in West Germany. Couriers use direct air routes from England and Western Europe to the United States.

Atlanta's Hartsfield International Airport is an ideal transfer point for incoming European air traffic. In addition to flights arriving from Europe, Atlanta now has direct flights arriving from Mexico, Jamaica, and Bogota, Colombia, as well as daily flights from the Bahamas which are precleared by U.S. Customs in the Bahamas.

The hub of domestic air travel in the Southeast United States is Atlanta, and the Hartsfield International Airport is the second busiest airport in the world. With current law enforcement resources, there is no possible way to cover all of the domestic flights into Atlanta for incoming illicit drugs, only a few flights originating in south Florida can be covered.

The U.S. Drug Enforcement Administration continues to list heroin as its number one priority in the United States, in spite of the fact that heroin addiction has declined considerably during the past few years. Georgia's major drug smuggling problems involve clandestine and illegal importation of marihuana, hashish, cocaine, and methaqualone (Quaalude) into the State directly by general aviation aircraft and marine vessels from source countries in Latin America. The GBI and the U.S. Customs Patrol Service are the only agencies making a full-time effort to combat the marihuana smuggling problem in Georgia.

At the present time, of all the States, the State of Florida has the most serious smuggling problem; however, Georgia and Texas are the locations next preferred by smugglers. For example, the El Paso Intelligence Center continues to rank Georgia third behind Florida and Texas in the number of seizures of aircraft in the United States. Seizure figures compiled by EPIC for 1981 show a decrease in aircraft seizures in Florida, while seizures in Georgia and Texas increased; potentially indicating more smuggling activity in these States. GBI's

narcotics analysts estimate that more than 500 aircraft and more than 100 vessels made illegal drug deliveries in Georgia during 1981. Estimates for 1982 smuggling activity will be in excess of 1981 estimates.

The GBI conducted a survey in 1981 to determine the number of airports in the State. This survey showed that there were 518 airports and airstrips in the State at that time. This was an increase of 168 from the first survey conducted in 1977. Many of these airports and airstrips are clandestine and were constructed for one-time usage. The GBI has received reports from landowners who have been contacted by relatives, friends, and total strangers asking to use their property for a landing strip on a one-time basis. Some of these property owners have been offered as much as $50,000 for use of their land, and occasionally these strips would serve only as alternate landing sites for smuggling groups bringing in an aircraft at a nearby primary strip. Locating clandestine strips can be extremely difficult because a strip can be constructed and packed down one day, used by an incoming plane that night, and plowed under the following day.

Georgia has had a noticeable decline in marine smuggling activity during the last 2 years. State and Federal law enforcement agencies have become more efficient in detecting marine smuggling on Georgia's coast, and vessels are now going further north on the Atlantic coast or into the gulf coast area. Seizures are now being made in the Yucatan Channel, Windward Passage, and near Colombia, South America; 9 percent of marine seizures during 1981 occurred on the Atlantic seaboard from Georgia to New York. Intelligence data suggests marine smuggling traffic may be shifting back to Georgia and Florida as more seizures are made in these other locations.

DEA estimates that 50 percent of all marihuana and 80 percent of all cocaine entering the United States comes through either Florida, Georgia, or South Carolina. Most of the contraband arrives via aircraft. No area of Georgia is immune to air or marine smuggling. Aircraft can reach all areas of Georgia and our coast, counting all inlets, has over 2,000 miles of coastline.

Drug smuggling is a major business in the Southeastern United States. Colombian marihuana arrives by the multiton load, and hundreds of pounds of cocaine flow into the area for nationwide distribution. Because of its relative close proximity, Jamaica's resurgence as a source country has also affected the increase in smuggling activity in the South. Georgia can be called the funnel for drug traffic throughout the country. Interstate 95, 75, and 85 are primary arteries through which the United States receives illegal drugs. Georgia's rural geography is ideal for smugglers to use back roads to bypass Florida weigh stations and agricultural inspection stations. Once into our State, they then travel the appropriate Interstate System.

GBI's smuggling agents now spend 75 percent of their time investigating complex conspiracy-type cases directed at specific target groups and individuals.

The extent of the drug smuggling problem in Georgia can be partially illustrated by the value of contraband seized by the GBI from 1975 through June 1982: Fiscal year 1975, $7.5 million; fiscal year 1976, $15 million; fiscal year 1977, $32 million; fiscal year 1978, $61.1 million; fiscal year 1979, $84 million; fiscal year 1980, $21.3 million; fiscal year 1981, $50 million; and fiscal year 1982, $82.8 million.

We believe the figure from fiscal year 1982 was the result of the fact that we were concentrating less on conspiracy-type cases. When we did that, our interdiction efforts slowed down this year. They've picked back up. I see this year will probably be as many times as great as fiscal year 1982.

It should be noted that the GBI believes that these figures represent only a small percentage of the total dollar value of contraband entering Georgia this year. During 1981, the GBI reported 27 aircraft seizures and three marine seizures. Eight aircraft seizures have been made in eight counties by the GBI through June 16, 1982.

Georgia has also had an increase in seizures involving methaqualone. The popularity of methaqualone represents a significant trend in the illicit drug market. Single-engine and small twin-engine aircraft can carry cargos ranging from several thousand to several hundred counterfeit tablets manufactured in clandestine laboratories in South America directly to our State.

Domestic cultivation of marihuana is a new problem for Georgia. Our climate is similar to that of South and Central America, and our rural terrain permits domestic cultivation with minimal chance of detection. Sinsemilla, an expensive, potent strain of domestic marihuana, is available in Georgia in increasing quantities. Sinsemilla has a THC content in excess of 6 percent while Colombia marihuana has a 2- to 3-percent content. Colombian marihuana sells for $400 per pound, and Sinsemilla sells for up to $2,000 per pound. Two hundred Sinsemilla plants can yield 400 pounds of dried, manicured Sinsemilla and provide the grower with a gross income of $800,000.

Cultivation of domestic and Sinsemilla marihuana is increasing in Georgia. Experts now believe current levels of marihuana cultivation in Georgia compare with cultivation levels found in California 5 to 6 years ago.

Senator NUNN. How many acres does it take to have 200 Sinsemilla plants? You say 200 of them can make a gross revenue of $800,000. How many acres are you talking about there?

Mr. PETERS. Probably from the front of this table to where you're sitting, maybe the length of this courtroom.

[Whereupon, the witness indicates.]

Senator NUNN. You're talking about a tenth of an acre?

Mr. PETERS. Something like that. A very small amount could be grown in a greenhouse. We found that amount under a roof in a greenhouse.

Senator NUNN. Then if you took an acre of those plants, you could produce several million dollars of gross profit?

Mr. PETERS. You could, but it would be difficult to grow an acre since it's almost like growing a rare orchid. It takes a great deal of care and a lot of special attention.

Those are not something where you could plant and then check on them once every week. They require daily attention. That's a problem we have found, probably one of the largest in the country here in Georgia, with several hundred plants over a multiacre area. They were disbursed among pine trees and so forth.

Cultivation increased in July of 1981; we seized over 43,680 growing marihuana plants in Dodge, Spalding, Jefferson, and Upson Counties;

900 plants were Sinsemilla variety. In August 1981, 4,430 pounds of Sinsemilla were seized in Towns County.

Incidents of violence, including armed confrontations with drug dealers and smugglers, are frequent. Violence associated with drug trafficking is increasing at an alarming rate.

One of the most serious problems associated with narcotics trafficking and smuggling is corruption of the public and private sector. At least 40 Georgia law enforcement officers or public officials have been accused of serious drug offenses over the last 2 years. Many have been tempted by payoffs of up to $50,000 per plane load. Undercover operations by the GBI, FBI, and other Federal agencies have led to the arrest and conviction of a Georgia State Senator who promised drug smugglers carte blanche authority to operate if they financed his bid for Governor. Six sheriffs and ex-sheriffs, two police chiefs, two county commissioners, six deputy sheriffs, two State troopers, nine police officers, a police narcotics squad secretary, one GBI agent, one county prison warden, two deputy prison wardens, a department of natural resources ranger, and eight coastguardsmen have been arrested on drug-related charges.

The private sector has become involved by turning their heads to illegal activity or participating in order to profit from illegal drug trafficking. Real estate companies and bank officials knowingly handle transactions for individuals involved in narcotics smuggling and trafficking. Large cash transactions involving Georgia banks and citizens are becoming more frequent.

Senator NUNN. Have you got any evidence of any kind concerning desperate businessmen, who have otherwise conducted their affairs honorably, get in financial trouble by turning to narcotics traffic; for instance, like the DeLorean case we're reading so much about?

Mr. PETERS. This has been a real problem in the shipping industry in the coast. It's been a problem in some of the more agricultural areas of the State, where farmers have had severe setbacks due to weather or poor prices or whatever. They have been turning their talents and their land and some of their equipment to the smugglers, the same being true with shrimpers.

We have found other people who are businessmen and apparently in the past have made a living at their business into turning to narcotics. Whether the situation is exactly as the DeLorean situation, I can't cite a specific example. But I certainly, realistically expect that to be the case. We have seen it with farmers and with shrimpers.

Narcotics smugglers continue to become sophisticated and are now conscious of techniques used by law enforcement to locate and apprehend organization members. Smuggling groups monitor radio traffic on law enforcement frequencies and surveil law enforcement officers in order to determine detection. Unlimited moneys available to smugglers and traffickers have led to the purchase of antibugging equipment. The use of polygraph and voice stress analysis devices by smugglers has also increased. The sophistication of these groups will continue to increase as their illegal profits soar in the coming years.

This smuggling and importation situation can mean only one thing: more availability of drugs on the streets. With drugs literally pouring into our State, more pushers are being recruited to sell to our citizens. Today's youth are tempted to sell drugs as a source of income

rather than work for an honest living. Our society will not be safe as long as the criminal element remains on the street. The availability of drugs at the abuser level can only be reduced with a continuing effort to reduce the source at the top of the drug pyramid and the spread at the bottom. In essence, the drug problem must be attacked at all levels in order to protect our citizens.

There are presently 69 agents, including supervisors, assigned to the drug enforcement unit within the special operations section of the GBI. Forty-one of these 69 agents are narcotic agents and assigned to local violators or street level investigations, with one squad commander and a special agent supervisor. Within the field operations section of the GBI, 13 special agents are currently assigned to narcotic investigations, 1 in each of the GBI's 13 regional offices. These agents conduct routine drug investigations at the request of local authorities in the counties within their region. These regional agents also provide informants and intelligence for local violator investigations and coordinate the undercover investigations that are conducted within the regional boundaries by the narcotics agents.

The remaining 26 agents, including 4 supervisors, within the drug enforcement unit are assigned to major drug trafficking and smuggling investigations. These personnel form squads based in Savannah, Albany, and Atlanta. Many investigations conducted by members of these three squads are long and complexed. Some cases are brought to trial in Federal court in order to facilitate the trials of individual defendants whose smuggling and drug trafficking activities have crossed numerous geographical and political subdivisions. Also, in major conspiracy investigations involving complex cases and/or public officials, it is often necessary to seek Federal assistance and prosecution. The efforts of Federal prosecutors are not limited by the meager financial resources that plague district attorneys in many Georgia counties. Historically, until November 1980, the smuggling unit operated only two squads; one in Savannah and the other in Atlanta. The third squad was formed in Albany by diverting agents from the Atlanta and Savannah squads.

The Albany squad has been successful in its 18-month existence and has become well established in southwest Georgia as a lead agency in drug enforcement investigations. One analyst of the intelligence squad at GBI headquarters in Atlanta is dedicated to reviewing all the drug cases and information in an effort to assist in the furtherance of the investigations as well as the dissemination of timely information.

In summary, the investigative division of the GBI has approximately 25 percent of its personnel working at all times on drug-related investigations. Investigations are producing substantial results. However, the GBI agents, supervisors and analysts made available for drug-related investigations have been insufficient to deal with the drug-trafficking problems of the size, scope, and complexity existing in Georgia.

With regard to our perception of the Federal role, it's often been said in law enforcement circles about the drug problems in the Southeastern United States that we're dealing with a foreign invasion. Historically, foreign invasions have been handled by the Federal Government. We feel that this is proper, and that the role of the Federal Government should be increased in antismuggling activities. The problems of drug

trafficking within the State and all of the attendant crime problems more properly address themselves to State and local law enforcement agencies. While there is no specific complaint with the manner or methods currently used by the Federal agencies, we feel that the Federal presence is not enough. One of the most successful and direct methods of dealing with high-level drug traffickers is the use of the Internal Revenue Service. In years past, this approach has proved highly effective. Unfortunately, in recent years, the Internal Revenue Service as it applies to criminal investigations has been rendered impotent. This situation should be corrected, and the tremendous resources of this branch of Federal law enforcement should be more directly and fully utilized to combating the drug problem.

Senator NUNN. Have you seen any change in that at the State level, or is it still pretty restricted?

Mr. PETERS. We see it in all those cases where we are working with Federal agencies. We see more IRS people talking about targets, but still we are short of the relationship that we enjoyed 10 years ago and fully realize that there will also be constraint on the Internal Revenue on the nature of what they do. We're not looking to breach the role of the tax agent, but we feel that they do have a place in law enforcement.

There have been some real improvements just recently due to the work of your committee and legislature with your correspondence dealing with IRS. But it really hasn't filtered down to State and local agents the way it has to Federal agents. I don't know if it's in their plans for the future. If it's not, it should be.

Senator NUNN. In my bill, we had cooperative measures spelled out with IRS with State agencies, and that was part of the bill that got knocked, so that did not pass.

Mr. PETERS. We were hoping that we would be included.

Senator NUNN. You were, to begin with.

Mr. PETERS. We had been excluded, but I would like to get included again. We have a lot to offer them. There seems to be a real willingness on their part.

Senator NUNN. It's going to take some real mind-changing in the Congress. It's going to take persuading the Justice Department to back it. I guess we were fortunate to get what we did after struggling for 5 years. You might alert your counterparts around the country that I would certainly be willing to fight that battle.

Mr. PETERS. We foresee the IRS people working with the Federal agencies; whereas prior to this, our situation was just as the IRS couldn't talk to anybody.

In my estimation, the most important step taken in the recent years to combat the problem of drug abuse has been the bringing of the Federal Bureau of Investigation into the drug fight. This is a logical, practical step and is proving invaluable in the total enforcement picture in the State of Georgia. I encourage and applaud this approach. Certainly, any time major changes in the scope and method of law enforcement delivery services are changed, there are problems of coordination and control. These seem to be decreasing, and every effort should be made to insure that interagency rivalries and differences do not impede the overall objective of applying full sanctions of criminal laws to those engaged in drug trafficking. I note a particular waste in the Federal enforcement program. Some of the most skilled and dedi-

cated law enforcement officers in the country work for ATF. The original mission of this outstanding department in combating non-tax paid whiskey has been largely met. The agents that are left appear to be underutilized and could very effectively be used in the drug fight. I encourage those considerations of this concept.

Recent changes in the Department of Justice which require the individual offices of the U.S. Attorney to set up coordinating councils in their district is a positive and effective program. Although such meetings may be criticized as time-consuming and nonproductive, these criticisms are far outweighed by the obvious benefits to be derived. This program should be encouraged and continued. Thank you, Senator Nunn.

Senator NUNN. Thank you, Mr. Peters.

Rather than ask questions as I normally would, I will go ahead and hear Sheriff Hutson's statement. Then I will come back and have questions for the panel.

We are happy to have you here, Sheriff Hutson. You're the outgoing president of the Georgia Sheriff's Association?

Sheriff HUTSON. Yes, sir.

Senator NUNN. You just went out of that capacity and also had an outstanding traffic record in the local area as well as that of your State. We're glad to have you here.

Sheriff HUTSON. Thank you, Senator Nunn, for the opportunity of appearing at this hearing.

In Georgia, the sheriff is usually the only law enforcement officer who is elected. As sheriff of Cobb County, I share law enforcement responsibility with a county police force and six municipalities, in the third most populous in Georgia. As a suburb of Atlanta, my office along with other law enforcement agencies in Cobb County serves in an area that faces the problems of the intercity, urban, and rural areas. Public housing, apartments, single-dwelling subdivisions and farms can be found in Cobb County, together with a major area shopping mall and, in some parts of the county, the county store. Cobb County is home of the manufacturer of the world's largest aircraft, the Lockheed C–5, as well as manufacturers and service companies of all sizes.

As immediate past president of the Georgia Sheriff's Association, I have also talked with sheriffs who are the only local law enforcement agency in a rural county. The one problem which is foremost in any county is drugs.

Cobb County has been fortunate in its efforts to combat drugs coming into the area. Four local enforcement agencies, together with the office of the district attorney, formed a task force to focus on drug related crimes in March 1980. This unit of 24 agents and an assistant district attorney targets both the street, or local violator, as well as organized crime operations in or touching the county.

Agents are drawn from the Cobb County Sheriff's Department, the city of Marietta Police, Cobb County Police Department, and the city of Smyrna Police. Each agency supports its agents with vehicles, equipment, and salary.

The Marietta-Cobb-Smyrna Narcotics Squad, as the task force is named, is divided into two sections. The local violators section works drugs from the street dealers up through the midlevel supplier of

drugs. The intelligence section works importers and smugglers of drugs, along with gambling, prostitution, and other white-collar crime investigations.

The MCS narcotics squad has become a model to other Georgia counties and local agencies in several other States. With the demonstrated effectiveness and high credentials of the squad, DEA has called on the MCS unit on several occasions to assist in its operations and have assisted when needed by the MCS narcotics unit. I hope this is a preview of the good working relationship which will come about during the recently outlined national drug task program.

Within the MCS squad is the capability to execute court authorized electronic surveillance in conformance with both Federal and State of Georgia statutes. The unit has pooled the resources of the respective agencies to provide each agent with ready access to current technical equipment to keep pace with their criminal counterpart on the street.

When needed, night vision equipment, body transmitters with scrambling equipment, video and time-lapse surveillance, and an assortment of recording and photographic equipment, together with trained technicians, are available. An assistant district attorney is available at all times to offer legal advice during the investigative state of each case and then to prosecute the cases in superior court.

The MCS squad has been given additional funding by the Cobb County Board of Commissioners, by allowing the squad to use funds seized under the forfeiture provisions of the Georgia Controlled Substance Act. Since the formation of the MCS unit, the unit has not used one dollar of taxpayer money to purchase evidence and pay expenses for drug-related investigations. After their arrest, drug dealers can be told that their own funds lead to their demise.

The statistics which will be provided to you by Chief Craft will speak of the efficiency and high degree of professionalism which has developed within the unit, which has been made possible by the interdepartmental cooperation. The effects of the MCS unit are further related by undercover agents which have been given information that drug violators are reluctant to come to the Cobb County area to consummate deals due to aggressive investigative techniques and successful prosecution of drug cases in Cobb County.

The Federal task force must include the same spirit of cooperation, both Federal to local and local to Federal. Without the cooperation and sharing of resources, the MCS narcotics unit could not have made the inroads into drugs that have been experienced in Cobb County.

I would personally like to thank you for your efforts that have amended posse comitatus. I will be pleased to attempt to answer any questions you may have at the proper time.

Senator NUNN. Thank you very much, sheriff. I appreciate you being here. I appreciate your leadership.

Our next witness is Chief Harold Craft, who is vice president of the Georgia Organized Crime Prevention Council and has a great deal of data concerning the Locals To Help Locals project, dealing with the ongoing problems of drugs in our county.[1]

Chief Craft, we are delighted to have you here today.

[1] See p. 74 for the information on Locals To Help Locals project submitted by Chief Harold P. Craft.

Chief CRAFT. I would like to say that I appreciate the funds given to us by LEAA. We have done a lot with it in my organization alone. We have got three, and there are still ongoing programs.

The Georgia State Intelligence Network is a plan-organized crime council. In 1979, Gov. George Busbee announced, in one of the press releases, to put the team in operation, and how the locals were cooperating with one another. He didn't have us; he asked us: Would you cooperate? That helped a lot, and we appreciate that.

We have cooperated, and we came up with the Locals Act, part of his crime bill that he presented to the senate and house in 1979. Out of this, we have been able to have 44 sponsoring agents. Under those sponsoring agents, each agent has two agents that are assigned to the Locals To Help Locals. What this consist of, say if Savannah has a drug problem or organized problem, Cobb County would send four or five or however many agents the chief or the mayor or the sheriff asked for. If he needs 20 or 30 agents, we do send that many agents. These agents are kept secret in the Organized Crime Council files.

The agents are asked for, by whatever they're specialized in. We can send them anywhere in the State.

If they send for an agent, they pay the salary of the agent. They pay him a salary, his vehicle expense, and all this. All the agent would ask for—when he got to Savannah or Tifton or wherever he was going—per diem. They would pick up his meals and his lodging, which is a pretty good deal, really, when you have 88 agents you can send out statewide.

We have $150,000 worth of equipment that was appointed by LEAA. We have 60 pieces of equipment in all. That has been used in 114 agencies throughout the State of Georgia.

We, as I say, have used this pretty regularly. It's getting worn out. We have had LEAA funding in the past because that's where we got the equipment, and we hoped that some kind of funds would come back to us.

We have made 600 arrests by using these 88 agents. That has put a pretty good dent in our drug and organized crime. It's not just adhered to the drug problem.

The MCS board, as Sheriff Hutson was talking to you about earlier, in Cobb County, was formed in the same year. So, we have kind of an overload ourselves in Cobb County, by sending this many agents to the Locals To Help Locals and bused 24 agents within our own county.

Another thing in our county, we have several sheriffs that were kind of upset that we were going to run out on them. This has happened. We have also followed these criminals out there to those other counties and fought drugs in those counties. So, it's similar to the Locals To Help Locals.

Also, in the Locals To Help Locals, we were able to get the State to pick up the insurance on these officers when they are in Savannah and places like that. So, it's helped us a lot.

In our local agency, we started off with $50,000 worth of "buy money." We got a law passed several years ago—4 years ago, I believe it was—to where we could confiscate money. It would go from place to place in the State.

Senator NUNN. That is a State law?

Chief CRAFT. Yes, sir. We have used this several times in Cobb County. In fact, we have been able to buy a little equipment; not much. We've confiscated 65 vehicles since 1980. Fifty percent of those vehicles, we are using now, or have used in the past. We've gotten two airplanes out of this. A lot of this stuff we will be selling back to our own general farmland. We confiscated $10 million worth of drugs—street value of drugs—on the street. We have confiscated $267,000 worth of case currency. Most of that we have used in our sales and relieving our taxpayers from having to pay. We put this in our budget, like Marietta, Smyrna. We are using the drug people's money and vehicles to fight them.

Senator NUNN. Do you have some unique enabling legislation in your county that enables you to keep those proceeds under the State law?

Chief CRAFT. Yes, sir. It was an agreement with the county commissioners that we were able to do this. In other words, it would go either in the State or in the county. So we, the sheriff, and sheriff especially from Smyrna and Cobb County Police Department work together and met with the commissioners. They agreed that this would be a good idea to put this in the fund.

So the cooperation has got to be there. If you don't have that, you don't have anything. Years ago, we didn't try to cooperate. We went our own separate ways. We have grown up now. We know that there's a need out there for cooperating. We have been cooperating with the GBI and DEA. Those two agencies have really served us a lot. Thank you very much, Senator.

Senator NUNN. I will ask a series of questions here, and I will direct them to Mr. Peters to begin with. After that, any of those who wish to respond to some of those are welcome to do that.

Mr. Peters, the statistics you gave showed an annual increase in contrabands seized from drug smuggling operations. Was this an increase due to greater law enforcement success, or do you see an extensive increase in trafficking in Georgia, or is it a combination?

Mr. PETERS. Well I think it's a combination of both. Certainly, we are more attuned to the problem. We have additional resources. Our people are, year by year, becoming more experienced. I think we can overlook the fact that the enforcement effort in Florida, without a corresponding feeling of the people's desire to get drugs, is going to be displaced somewhere. We feel that we're feeling that in the State.

Senator NUNN. Are you seeing this displacement?

Mr. PETERS. Through air traffic—I don't think there's any question that the interdiction efforts on the seas are being very effective.

Now there's been nothing to fill that void with the marihuana problem—of course, we've discussed our increase in domestic cultivation. I think the air trafficking now is a serious problem. I think much of the problem that we're feeling in the State are a direct result of what's happening in south Florida. It's impossible to prove.

Senator NUNN. Your best judgment that it has caused an increased drug importation in Georgia, primarily through the air?

Mr. PETERS. Yes, sir.

Senator NUNN. How about the other States surrounding Georgia? Do you have any other kind of coordinating mechanism from the law enforcement officials in South Carolina, Tennessee, or——

Mr. PETERS. We have an organization, the SDEA, State Drug Enforcement Agency. It is officially made up of Southeastern States. Recently, a couple of years ago, we expanded it all the way to California. The Sun Belt States are the States that are really experiencing the Caribbean smuggling problem. It has affected them very much.

We've worked very closely with members of your staff and particularly the subcommittee on the posse comitatus issue and the development of the herbicide paraquat policy.

Of course, we are very much in favor of the IRS changes. We've been very successful and appreciate your support in that.

Senator NUNN. Your group has a real effect on nationalism. I can assure you of support from all the Senators in all those issues.

Have you used paraquat in the State of Georgia, or do you plan to?

Mr. PETERS. We have used paraquat on an experimental basis. We do have a plan in place. We've coordinated with the other appropriate State agencies, the Department of Agriculture and the Department of Transportation, that if the practical use of paraquat presents itself; we feel that to have it placed in the total enforcement and strategy for the domestic cultivated marihuana. We have not used it on a large scale, but we have prepared to and probably will at some point in the future.

Senator NUNN. You are entitled to use it by law and by regulation?

Mr. PETERS. We can use it, yes, sir.

Senator NUNN. Now would that be a use of a local application on the ground, or would you also visualize using it from the air?

Mr. PETERS. I would visualize a ground application, initially. We have not seen the large areas of cultivation such as they have in the source countries, where an agricultural application would be effective. But I can envision use by tank trucks.

Senator NUNN. What size marihuana field do you mainly find in Georgia? What quantity in terms of acreage?

Mr. PETERS. Well the acreage range is the exception rather than the rule. We are finding 6, 8 acres where marihuana is intermingled with other crops—corn usually because it is shielded from the air and roadway. But we are finding a lot of isolated patches, and let's say, back up a river where you have to get to it by a four-wheel drive or by boat or even some of those smaller hundred plant fields, which would be a smaller; but yet the total yield of that crop would make a very handsome profit for whoever happened to be growing it.

So the large areas of cultivation, we're seeing some of it probably being nickeled and dimed to death or $150,000 to death. It would probably be more appropriate in some of the smaller patches.

Senator NUNN. Are you finding those patches primarily in those areas?

Mr. PETERS. We have an eradication program in the State, a two-phase program. First, our department's mission and our first goal is to make arrests of people who are in the commercial cultivation of marihuana. A separate but yet an overlapping and associate-type of mission would be just the crop. This is done primarily by agricultural surveillance. The Georgia State Patrol is handling that. They have the aircraft in the State.

There's not too many arrests being made. But if you make an arrest on marihuana cultivation—the best example I can give is just like

working an old whiskey still. You've got to lay out in the woods, and you've got to have somebody actually in cultivation. These people are wary of these old whiskey makers. If you don't catch them tending the crop, you don't have a case. But we do try to do that whenever possible. That's our first priority.

Senator NUNN. What about here in Savannah? Have you found marihuana being grown in this area, Mr. Coursey?

Mr. COURSEY. Somewhat. Of course, my mission is primarily in the smuggling unit. The cultivation is actually worked by our regional office in intelligence. We get the cultivation passed on to those agents or to local officials in those counties.

Senator NUNN. What are your main problems in the Savannah area?

Mr. COURSEY. Right now we're perceiving a great increase in the use and distribution of cocaine, particularly in the Savannah-Chatham County area. Also out into the rural areas, like McIntosh County, there are smaller dealers who may come to Chatham County purchasing cocaine and carry it back into McIntosh County to distribute it into that county; that alone along with the increase in air smuggling of cocaine and marihuana.

Senator NUNN. Can you tell what effect the task force in Florida has had on the problems you have in the immediate Savannah area on the coast?

Mr. COURSEY. I would think—this is strictly from being in the drug enforcement for a number of years—any time there's a large activity of enforcement in one area, the smugglers begin to tend to find it out and will move to another area.

Certainly, the task force in Florida is known to the smuggler, and it has caused them to move into Georgia, South Carolina and over into the gulf.

Senator NUNN. Would you agree with those witnesses that it has primarily increased the air traffic and not the boat traffic?

Mr. COURSEY. Yes, sir. Air smuggling has picked up a great deal in Georgia. Back in 1976–77, we were seeing a very large amount of marine smuggling. I think the effort of the GBI, the DEA, Customs, Coast Guard, along with the local sheriff's department, on the coast activity in pursuing these marine smugglers, has caused a lot of "heat," so to speak, on the coast of Georgia.

The marine smugglers have already moved to South Carolina and North Carolina and over into the gulf. That's not to say that with activity by South Carolina enforcement or North Carolina enforcement picks up, that they will come back to Georgia. It's a normal cycle when smugglers, like I said, move from one particular area to the other.

Senator NUNN. Mr. Peters, do you have any program that would utilize air traffic nationally for resources in Georgia.

Mr. PETERS. Yes. We have, of course, the participation of the National Guard, also the activity of the armed services.

We have met with General Jones, the general of the Armed Forces; and our staff members have as well. We have a couple of programs which I hope are going to work out.

There's a sophisticated radar installation at Hunter Field that Agent Coursey has been in contact with the commander of that installation, with the approval of the acting general.

We are trying to tie into those resources here into the State for air smuggling. The Armed Guard operates a number of surveillance-type of aircraft. We've done some routine-type of things with the Guard. But I think the use of their personnel and their equipment is definitely on the upswing. I think that our entry into their resources are certainly better than it has been. I am watching very closely with what's going to happen with the program with the Guard radar unit here in Savannah. I think there's some potential. It's going to take some working out, but I think we're going to be able to do some good there.

Senator NUNN. Now they're subject to the posse comitatus statute only when they're on Federal duty. Have they considered themselves subject to it all the way around?

Mr. PETERS. It appears—and I'm speaking as an outsider looking in—it appears that the Pentagon has had a more restricting ruling on the posse comitatus change than you or the subcommittee had actually envisioned.

I think we've got some clarification on that in just recent weeks. The National Guard is more available to do things than perhaps we had originally thought they may be. It's a policy thing rather than a legal thing. We're working out the policies; the interest on their part and our part. I think we're going to see some improvement.

Senator NUNN. You won't visualize that you will need the Guard to participate directly, in terms of policy arrest and that type of thing?

Mr. PETERS. No. That would present more problems than it would solve. These people—with the military police unit, they're not law enforcement people. They don't have the security and so forth that would be required. But as far as use of equipment, as far as use of intelligence and occasional use of manpower, I may bring your attention to when we had an airdrop of several pounds of almost pure cocaine which arrived in north Georgia a few weeks ago. We were very definite that it was a public health problem rather than a criminal problem. We had a middle strip of land with pure cocaine laying out in the wood, and somebody found it. If a drug user found that without cutting it, it would be fatal. We had to get a big force of manpower in there. We tried it a couple of days with law enforcement, and we were just being beat down. We did go to the National Guard. The National Guard came up with about 60 or 70 individuals, and through law enforcement supervision, they helped to search the entire area. It proved effective. That's the first example we've used.

I suspect that we will be calling upon the National Guard, both Air Guard and Armed Guard, for additional assistance in the coming months and years.

Senator NUNN. Have you encountered any, what we call, motorcycle gangs in the State of Georgia in law enforcement, most particularly in the drug area?

Mr. PETERS. Yes, sir, we have. For a significant period of time, I suppose you could say that we have found that the chemicals—not cocaine, not marihuana, not heroin, but chemicals such as MDA, PCP, those type of drugs which are manufactured in clandestine laboratories with great frequency in the country. The motorcycle gangs have been acting

as security people, bodyguards, couriers for those manufacturing operations. It appears that recently the gangs have got out of the pure bodyguard aspect and are even operating some of those type operations themselves. So this is a concern to us.

We have a program—joint GBI–DEA program—that really goes beyond the State of Georgia, but in dealing with this specific problem of the manufactured chemicals, and their relationship to the various motorcycle gangs that are entering that kind of business. That's kind of a separate issue from smuggling, but yet a drug problem that must be dealt with.

Senator NUNN. What roles can private citizens play? What can they do to assist law enforcement and also to assist in fighting the overall drug problem?

Mr. PETERS. We're not going to beat the drug problem unless the appetite of the American public for drugs is decreased. That's not at all a law enforcement function. There is very little law enforcement can do.

We have a number of private citizen groups around the country. I don't think that a private citizen can be a policeman, but they could become involved in the citizen initiative groups. These groups appear to be structured. They know what they're doing. We certainly concur with what they're doing and support them in any way we can.

I think the way private citizens can support law enforcement is by becoming involved in the counseling with children and peer groups. That's exactly what the groups that are being successful now are doing. They're putting the burden upon being parents and saying; we're adults, and it's the adults' job to discipline and guide children.

I think in years past when we first saw the drug problem, the parents took on an approach that they wanted to be buddy with the kids. Let them do their own thing. We don't mind the soft drugs. They are OK, but stay away from hard drugs, all of those kind of absurd approaches. That didn't work.

I think the groups now are taking a very strong antidrug stance on disciplining children. They are taking a very strong stance on guiding and directing the children; that the youth are aimed at some segment of society. I think if they work toward that, they will be effective.

Senator NUNN. Sheriff Hutson, do you have any comments on this?

Sheriff HUTSON. I share Mr. Peters' views. I think in this respect as there is a demand of a market for illicit drugs and narcotics in our country, someone is going to attempt to supply that market. I think it's a matter of the home, the family institution; those basic things that deal with the awareness and educational processes with our youth and change in our values somewhat and are less tolerant.

Senator NUNN. Chief Craft?

Chief CRAFT. We've been involved with the PTA and the county school superintendent. We've had an agent in our school system there for the last 2 years.

The first year we put a police officer in there. We hired this girl that didn't look like she was quite 21. She fit into the program as a 17-year-old. I believe she stayed in the school about 6 months. She came out with a good report. We were written up. We had the highest narcotics rate in Georgia in our school system. Well this doesn't prove to be so according to our agent.

But we intend to do this more in the future. We've done it twice so far in the last 2 years. It's worked real effectively. We've got the PTA and all those people behind us. Now, we were scared to start with. We didn't know whether it was going to be hung or what. They accepted it and want more agents in there. Really, it was really effective.

Senator NUNN. Could each of you comment on the task force idea that President Reagan has proposed and give me any ideas that you may have concerning the task force priorities, what the task force should be doing?

Mr. PETERS. Well, I would certainly—I'm glad to see anything that's done right. I would not want to see a Federal effort that would be competing with what is existing. I know we're on the right track now.

The only thing we don't need is anything that's going to duplicate with what we are trying to do or what we're effective in doing. On the Federal level itself, I certainly encourage them not to debilitate the existing resources. The "White Paper," or the publication that the White House publishes, are not real clear on what the State and local law enforcement might be. I'm concerned about that. I certainly think that our position should be considered, and I feel certain that it will. But I also think that every task force should be very much geared to the local situation and the local problem. Whatever it is, assert it and initiate it to deal with the most demanding problem they can best impact on.

Senator NUNN. Sheriff Hutson, let me ask you two questions. One is: Have you seen any significant changes either on your council or in your capacity as head of the sheriff's association from the Florida task force? That's the first question.

The second question is: What role do you as a sheriff see as the important role for the Atlanta task force when it's created?

Sheriff HUTSON. I think it's a little bit early to document or give sufficient evidence for changes in smuggling operations. I generally agree with the statements of previous witnesses; that it would tend to increase the air activity, smuggling activity into the rural areas of Georgia when the pressure point is applied. As to the marine smuggling operation, I would tend to think that this would happen, and I would think that we would be able to document that as time goes on.

Second, in response to your second question, Senator. From an organizational standpoint, I think it's important that the task force be able to develop guidelines for coordinating efforts of a clear understanding of the roles of each agency—Federal, State and local.

I think we must have an early understanding of the roles of Federal and State prosecutors. Sometimes these are questions that as this investigation progresses, whether there's going to be a Federal or State prosecution and at what level or as to criminal activities, a decision is made.

Third, establish its own procedures to coordinate task force efforts for activities for those of assisting drug enforcement agencies and units.

Senator NUNN. Chief Craft, how do you visualize the task force?

Chief CRAFT. I feel like with the cooperation that we've worked out so far, once it's put into effect; as long as they do include the State and local agencies, we will be ahead of the game.

We had the same problem before we organized our own agencies there in Cobb County. We were going about our own business. Some times we'd be working on the same case, three or four agencies; GBI, Marietta, Cobb County sheriff, Cobb County police. So that's not only dangerous, it's beneficial to the criminal. I would hope that they would include and swap information back and forth to even the local agency.

I think that's the only way to go, is to cooperate. We shouldn't try to be too big and think we can do it all.

Senator NUNN. Chief Craft, have you had any experience with the success in having the Federal agencies assist in training local law enforcement officials?

Chief CRAFT. Yes, sir. We are now using some down here at the State level or the local level.

I know we're fixing to build a new training center in Georgia 3 years down the road. Until that's built, we're going to have to use the Federal facilities in order to train a large amount of agents rather than just a handful, like we do at the police academy.

Senator NUNN. Sheriff Hutson, how do you feel about the training question?

Sheriff HUTSON. One of the things that I would like to bring to your attention is this: Approximately 2, maybe 3 years ago, I was invited, along with some other Georgia sheriffs, to attend a training conference in El Paso. I found it very useful, the information I received at the conference in El Paso. I think they laid an excellent foundation for better relations between DEA, State, and local drug enforcement authorities. I think it should be continued. Unfortunately, the fund problems with DEA have slowed down those efforts, but I think there's a real and continued need in local and State for prevention. I think there is a national trend on prevention of drug related problems.

Also, DEA has been very supportive and helpful in training our agents, our narcotics agents, at the local level as well as my department. Specifically, we have one officer each year graduating from the FBI National Academy. So I think it's very important that there be some Federal support for training for our local law enforcement. I think it not only provides training, but I think it builds a better relationship and a better vehicle for communication.

Senator NUNN. Sheriff Hutson, there's been some talk about the merging between the FBI and DEA and perhaps throwing in customs. What's your view of that kind of reorganization?

Sheriff HUTSON. I have some concerns about the prospective merger of the FBI and DEA. I've been involved in major investigations with the FBI. I've received excellent cooperation from them. Nevertheless, I think DEA has a special area of expertise which is critical to effecting drug enforcement, which may be endangered by a merger. I think local law enforcement would probably suffer if we do not have ready access to the particular expertise of DEA and customs.

I think it's very important that a single mission agency be retained in the area of drug enforcement in this country, as it effects local and State law enforcement. Even at the local level, we have found that a single unit has been very important in the drug enforcement. My remarks and comments about them should in no way be interpreted as negative remarks about the Bureau. But certainly, I think it's important to retain that aspect of a single mission agency.

Senator NUNN. Mr. Peters, do you have any observation on that?

Mr. PETERS. I think that having the FBI in the drug picture has been an excellent program. I don't think, however, that trying to make every FBI agent a narcotics officer is necessarily an answer. I think the role that the FBI plays is a good one.

There is a tremendous role that the DEA plays that probably is being overlooked and may have not gotten the attention in recent years, due to the terrible domestic problems that we have had. That's the international efforts of DEA, as far as the people in the source countries. I think we need to look ahead and—you know—right now, the Caribbean is the problem. Let's look ahead 5 years from now. It may be the Asian thing. Again, the DEA with that single unit and philosophy is important. I would hate to see them lose that identity as an agency.

But right now, the situation that we're in with the enormous financial impact and corruption impact we have with drug trafficking, I think bringing in the FBI is good. I think that cross-training that is going on between the agencies is excellent. I'm hoping to see some of the rough spots smoothed out in the next couple of years. I think that what we have now, a formalized working agreement, is better than the out-and-out merger of the two agencies. In the long run, I hope we can continue this way.

Senator NUNN. I share that view. Chief Craft, do you have any observations?

Chief CRAFT. I do, but I would like to keep that to myself. Thank you.

Senator NUNN. Do any of you have any other suggestions that we need to be aware of at the Federal level or in the executive branch? Do you have any other ideas that would facilitate your own responsibility? Mr. Peters?

Mr. PETERS. No, sir. I do think that hearings like these, where we have an opportunity to present our programs and our problems and our gripes, I think that they're effective. I can point out very specifically some of the work that we have done now, and things in October 1982, and we're in much better shape than we were in 1980, as far as our enforcement.

I think we need to keep this up, this line of communication open. I encourage you to continue this approach.

Senator NUNN. Sheriff Hutson, do you have any other observations?

Sheriff HUTSON. Again, I want to thank you for the opportunity to appear here and give testimony. I think this is an excellent procedure or opportunity for us to communicate to you and maybe to the public, in some respect, the problems that we see. I think it has certainly been most helpful. Your rule changes that brought about the IRS, the posse comitatus, some of those things—I want to encourage you to continue to communicate with law enforcement and have that kind of concern that you've had in the past. I appreciate it very much.

Senator NUNN. Thank you. Chief Craft, do you have any observations you'd like to make today?

Chief CRAFT. No, sir.

Senator NUNN. Captain Freeman had been invited to appear here today. We have had the help of our staff and his assistance in setting these hearings up. We had hoped to hear from him today, but he is ill.

Mr. Coursey, do you have anything else we want to hear about your problems, to represent the GBI in the Savannah area?

Mr. COURSEY. No, sir. I just appreciate the opportunity to be here and your interest in the drug enforcement effort.

I would like to say I'm glad to see a task force forming in Georgia.

Senator NUNN. Thank you. If there are no further comments, I will thank each one of you for being here today and thank you for what you're doing for the jurisdiction and for the whole State of Georgia. I hope you will keep in touch with us and let us assist you in any way we can.

At this point, the subcommittee will be adjourned. We will keep the record open for further testimony. We may have a couple of statements submitted. But at this stage, we will adjourn.

[Whereupon, the hearing was adjourned at 1 p.m.]

APPENDIX

Prepared Statement of Capt. John W. Kime

Mr. Chairman and members of the Committee, I am Capt. Bill Kime, Chief of Operations of the Seventh Coast Guard District. I am pleased to have this opportunity to provide an input to you for this public hearing.

The Seventh District encompasses a large area, 1.8 million square miles of the Atlantic Ocean, Caribbean Sea and a portion of the Gulf of Mexico. It includes the States of South Carolina, Georgia and Florida, as well as the Commonwealth of Puerto Rico and the United States Virgin Islands for a total of 1,600 miles of coast line. Of particular significance is the fact that our operations interface with 24 foreign states including Communist Cuba.

The primary resources we have permanently assigned to carry out search and rescue and law enforcement missions are 9 medium endurance cutters, 15 offshore patrol craft, 46 utility type boats, 12 fixed wing search aircraft, 16 helicopters, and 20 multimission stations. In Georgia, the Coast Guard maintains one 95-foot offshore patrol craft at Priest Landing near Savannah, Search and Rescue/Law Enforcement Stations at St. Simons and at Tybee and an Air Station at Savannah (Hunter AAF).

The Seventh District has the highest usage of available resources within the Coast Guard for the enforcement of laws and treaties (law enforcement) mission. Over the last three years cutters under Seventh District operational command have accounted for 32 percent of the hours the entire Coast Guard spent on law enforcement missions and our aircraft have accounted for 25 percent of the servicewide total. Our major law enforcement activities involve drug interdiction and, to a lesser degree, the interdiction of illegal aliens.

Approximately 60 percent of all the marijuana smuggled into this country each year is transported by sea. Most of that drug traffic originates in the Caribbean, generally along the North Coast of Colombia. As the smugglers sail north, they normally pass through one of the four channels (Yucatan Channel, Windward Passage, Mona Passage, and Anegada Passage) or "choke points" as we call them and then proceed toward the Bahamas, Florida, the Gulf Coast, or the Northern East Coast. The "choke points" are an important geographical advantage for us because they concentrate the smugglers so that our cutters on patrol have a better probability of intercepting them. The availability of helicopters on the patrol cutters greatly enhances the interdiction capabilities of the cutter. The smuggling vessels coming through the choke points generally are 60- to 200-foot motherships. One mothership seizure removes as much marijuana from the smugglers as several small seizures closer to shore. In the past this approach has been the most effective use of our resources.

The Coast Guard has been able to occupy the "choke points" in an increasingly effective manner. When we expanded our activity in the choke points in the fall of 1980, with the additional cutters available immediately after the Cuban Exodus, we were able to greatly increase the number of seizures during October, November, and December 1980, seizing 65 vessels and arresting 373 persons during that period. Total seizures within the Seventh Coast Guard District have risen from 90 in 1980, to 118 in 1981, to over 120 thus far in 1982. The number of individuals arrested has risen from 499 in 1980, to 615 in 1981 to over 611 so far this year. Most important, the amount of marijuana seized has been significant. In 1980, 1,729,700 pounds were seized by the Coast Guard in the Seventh District. In part due to the availability of additional cutters immediately after the conclusion of the Cuban Exodus. Recovery from this operation resulted in fewer Coast Guard resources in the area during early 1981, and the seizure total fell to 1,579,300 pounds that year. Increased Coast Guard presence in the "choke points", enhanced by the very effective cooperative interagency efforts made possible by the advent of the Vice Presidential Task Force, resulted in the seizure of 1,864,489 pounds of

marijuana during the first nine months of 1982—more than during the entire years of 1980 or 1981. A significant feature of the increased seizures total in 1982 is that it was mainly accomplished during the first four months of the year.

Since then the amounts of marijuana seized have dropped steadily from a high of 415,300 pounds in January to a low of 27,800 pounds in July. In light of increased interdiction resources and improved coordinated intelligence this reduction in seizures is strongly indicative of greatly reduced traffic in the "choke points". This evidence of reduced traffic is most probably caused by (1) a realization on the part of the drug traffickers of the increased risk, (2) the development by them of a "wait and see" attitude in hopes of the Task Force efforts being reduced in the fall and (3) the use of alternative routes or transportation modes to circumvent our enforcement units. The present fall harvest should present a significant challenge to the combined Coast Guard/Task Force efforts and cause readily identifiable trends in traffic levels.

Coast Guard drug seizure records for the Georgia and adjacent South Carolina area over the past three years are as follows:

1980—Six vessel seizures, resulting in 92,880 pounds of marijuana and 46 arrests.

1981—Four incidents of marijuana bale recovery (281 bales, 8,000 pounds). There were no vessel seizures or arrests.

1982—As of 13 October, four vessel seizures resulting in 47,720 pounds of marijuana and 35 arrests.

This data is not indicative of any increased drug activity in this area as a result of the efforts of the Task Force in Florida. However, as I have previously noted, the present fall harvest will likely result in heavier marijuana traffic in the Caribbean area. Current Coast Guard plans are to increase our interdiction efforts along the northern Florida, Georgia and South Carolina coasts as an added safeguard against any possible new or increased traffic patterns there.

Significant strides have been made recently in effectively utilizing U.S. Navy Resources to supplement our efforts. These have been made possible by clarification of the "posse comitatus" law coupled with DOD waivers that implement a detailed, comprehensive U.S. Navy Operations Order (Oporder) developed jointly with the Coast Guard. The Oporder provides for the towing or escort of seized vessels and prisoner transport, logistics support to Coast Guard vessels, airborne and surface surveillance and actual vessel interdiction by Coast Guard boarding parties operating from U.S. Navy vessels. To assist in the training of Navy personnel in law enforcement missions authorized by the Oporder, the Seventh Coast Guard District has organized and deployed a special Tactical Law Enforcement Team (Taclet) to conduct briefings and boardings. This team is composed of highly trained, experienced Coast Guard officers and petty officers. In the Seventh District Coast Guard/Navy cooperative efforts to date include:

A. The tow/escort of three seized drug vessels by the Navy permitting Coast Guard resources to remain on patrol after seizures.

B. The at sea refueling of two Coast Guard cutters by Navy vessels.

C. The placing of a Coast Guard liaison officer in a Navy air patrol squadron to provide additional maritime intelligence.

D. The briefing of over 175 key Navy personnel in Norfolk, VA by Taclet personnel. This briefing explained the nature of the maritime problem and what the Coast Guard is doing, as well as pointing out what the Navy can do to help under the terms of the Oporder.

E. The deployment of Taclet aboard Navy vessels in the Caribbean for the first time.

I have discussed the importance of Coast Guard law enforcement efforts to date and the cooperative efforts made possible by the presence of the Vice Presidential Task Force and the development of the Navy Oporder. Just as important is the continuing cooperation with state and local law enforcement officials, which is also enhanced by the Task Force actions.

This cooperative effort in Georgia is recognized and appreciated by the Coast Guard.

In looking toward the future, I am pleased to list a few of the new resources recently obtained by the Seventh District or planned for the near future:

A. The 210 foot Medium Endurance Cutter (MEC) Decisive was permanently transferred from New England to St. Petersburg in July.

B. The 210 foot MEC Reliance was permanently transferred from Virginia to Port Canaveral in mid-August.

C. Three new Surface Effect Ships (SES) are scheduled to be added to our fleet and will be homeported in Key West. Delivery of the first two is expected in November of this year, with the third expected next summer. These versatile ships are well suited for law enforcement operations, are capable of improved dash-speeds essential for some interdiction cases, and for operation in the "choke points" in company with an MEC.

D. Funding has been provided and planning is proceeding for eight new offshore patrol boats. These are planned to be delivered beginning in fiscal year 1984.

E. Five new HU-25 Falcon Jets have been delivered to Coast Guard Air Station (AIRSTA) Miami. One other will be delivered later this fall. All are planned to be fully operational by early next year.

F. Two additional HH-52 single engine helicopters have been delivered to AIRSTA Miami, with a third expected shortly. The total at AIRSTA Miami will be 8.

I believe it is important to note here that the SES vessels are being organized and supported as a separate Division under the Coast Guard Group Commander in Key West, because the current need for those vessels is in the Caribbean. Should that need shift to other parts of the country in the future, the division could be relocated with a comparative minimum effort.

The increased number of arrests and seizures which I previously mentioned has been accompanied by an increase in the rate at which Coast Guard cases are accepted for prosecution and at which convictions are obtained. In 1981, the prosecution rate for Coast Guard cases in the Seventh Coast District was 83 percent. Thus far in 1982, the prosecution rate for cases involving significant quantities of marijuana has been slightly above that. We attributed this to the increased efforts of the U.S. Attorney's Office. Vice President Bush's Task Force on Southeastern United States Drug Interdiction has had a favorable impact on many areas of the drug interdiction problem. In the area of prosecution, the Task Force has provided additional investigative resources which have allowed us to successfully pursue several cases which may not otherwise have been accepted for prosecution or resulted in conviction. As of 30 April, 31 Coast Guard cases had been prosecuted in 1982. Convictions were obtained in 93 percent of the cases compared to 86 percent in 1981. Of those 26 defendants acquitted, approximately 38 percent were dismissed on the ruling of the trial judge that the application of Public Law 96-350 (21 U.S.C. 955a) to foreign nationals on stateless vessels on the high seas was *unconstitutional*. This holding was recently overruled and found to be *constitutional* by the United States Court of Appeals for the Eleventh Circuit in Atlanta. In the future, we anticipate increased convictions in such cases. Of the remaining acquittals, approximately 28 percent arose from rulings in the cases of foreign seamen on foreign vessels that there was insufficient proof that they intended to introduce the marijuana into the United States. Overall, despite these acquittals 244 defendants have been convicted thus far in 1982 compared to 139 in 1981. The average sentence received by a defendant was 2.2 years in the Southern District of Florida compared to an average of 4.1 years in all other Districts, including Georgia.

Much has been done to improve our efforts to interdict this illicit drug traffic. However, much remains to be done. We are working to improve our exchange of intelligence information and our joint communications capability. We are currently conducting a number of joint operations with DEA, Customs, local authorities, and the Vice Presidential Task Force. Each such operation has a synergistic effect, improving the ability of all our agencies to deal with the problem both on the individual agency level and as part of the joint Federal effort. In the future we will continue to emphasize such joint operations in all areas of the interdiction program including strategy, tactics, intelligence and field operations. Plans are being made to further include the U.S. Navy and other DOD resources and State and local law enforcement agencies in these cooperative efforts.

In my judgment it is too early to tell if we have raised the deterrence level to the point where long term maritime drug smuggling patterns have changed. As I mentioned, the fall peak harvest should provide us with better insights on traffic trends and levels. However, there is little doubt that our efforts are having an impact. Drug smugglers are being forced to resort to more devious and complex strategies, including "risk" pay for their crews and the use of highly sophisticated equipment in their attempts to elude us. As we continue to succeed in interdicting and prosecuting more and more of these vessels and their crews,

our deterrent effect will increase, and it is our hope that maritime drug smuggling will become too risky to be profitable.

That concludes my prepared testimony, Mr. Chairman. I will be happy to answer any questions you or the other members may have.

PREPARED STATEMENT OF RAYMOND L. VINSIK

Senator Nunn, members of the Permanent Subcommittee on Investigations, and Congressman Ginn, I am pleased to represent the Drug Enforcement Administration and to address this distinguished audience regarding the drug abuse and drug trafficking situation in the State of Georgia.

I am the Special Agent-in-Charge of the Drug Enforcement Administration Atlanta Division, a geographical area of some 184,889 square miles encompassing the states of Georgia, Tennessee, South Carolina and North Carolina. In the State of Georgia, DEA's present manpower allocations consist of 28 Special Agents, 22 of whom are now assigned to the Atlanta Division Office, with one additional agent scheduled to report in the near future; one Special Agent assigned to the Columbus Resident Office, and three Special Agents assigned to the Savannah Resident Office, with one additional agent to report to that office December 1, 1982. In addition to these enforcement personnel, the Atlanta Division Office is staffed by two Intelligence Analysts and a Diversion Control Group consisting of a group supervisor and four compliance investigators to handle all regulatory and drug diversion matters in the States of Georgia and South Carolina. To assist enforcement efforts, the Atlanta Division has two aircraft—one based in Atlanta and the other in Charleston.

NATURE OF ABUSE

Drug abuse indicators now suggest that methaqualone is fast approaching marihuana as the primary drug of choice in this area of the Southeast. The large quantities of counterfeit methaqualone smuggled into Georgia in the last year, and the frequency with which methaqualone appears in the Project DAWN (Drug Abuse Warning Network) reporting system indicate the drug's escalating popularity on the consumer market. Given the general retail price of between $3.00–$5.00 per tablet, regular abusers tend to be a generation removed from teenage marihuana users; however this drug's popularity has also deeply penetrated the high school age drug culture. Among older users, methaqualone is generally used as a relaxant, and is a common counteractive for highs from use of such substances as cocaine or less often in this area, PCP.

Cocaine abuse is endemic throughout Georgia and is the drug of choice among more affluent individuals, regardless of age, and the drug traffickers themselves. As is true throughout the rest of the nation, cocaine is widely recognized as a medium of exchange among drug traffickers who often provide their services in exchange for quantities of cocaine rather than cash. In certain circles cocaine has replaced alcohol as the medium of sociability.

Heroin abuse is restricted primarily to major population centers such as Atlanta, Savannah, and Columbus. Over the last year, the influx of higher purity Southwest Asian heroin into Georgia's larger cities has served to promote a substantial increase in the addict population, particularly in Atlanta where heroin is readily available.

Other dangerous drugs of abuse with varying degrees of availability in Georgia's illicit drug market include methamphetamine, MDA, PCP and LSD. Methamphetamine (speed) and MDA are particularly popular locally, as evidenced through the number of clandestine laboratory operations seized in Georgia over the last several years. PCP abuse is most heavily concentrated in Atlanta and north Gorgia. DEA intelligence data and enforcement statistics for Georgia reflect a resurgence in the consumption of LSD, particularly in the "cartoon acid strip" form.

TRAFFICKING PATTERNS AND ENFORCEMENT PRIORITIES

I would now like to address the trafficking situation in my area of responsibility, and to comment upon DEA's enforcement priorities which have resulted from analysis of these trends. I will focus my comments primarily on the State of Georgia; however, in some instances, Georgia's trafficking patterns are so intermeshed with the trafficking situation in the neighboring State of Tennessee and the Carolinas, that I will periodically make reference to case illustrations in these states which have an impact upon the drug trafficking situation in Georgia.

COCAINE

The most pressing trafficking pattern, and thus the most immediate enforcement priority in the Atlanta Division at the present time, is the smuggling of multi-kilogram shipments of cocaine by air. One area in particular, which includes northeastern Georgia, eastern Tennessee and the western end of both North and South Carolina, is especially attractive to air smugglers as is dramatically illustrated by the recent increase in seizure statistics. In March 1981, a shipment of 614 pounds of cocaine was seized aboard a Queenaire aircraft near Sevierville, Tennessee. On July 11, 1982, a seizure of 1,243 pounds of cocaine was made from an aircraft at Cleveland, Tennessee. Of the nine individuals arrested at the scene in Cleveland, four were from the Atlanta, Georgia area. These individuals represent a major cocaine smuggling and distribution organization headed by known north Georgia narcotics violators who have direct supply connections in Colombia, South America.

The role played by well organized smuggling cartels, headed by Georgia violators, in the cocaine supply and distribution chain from Colombia to the United States market is further illustrated by the seizure of 654 pounds of cocaine airdropped in a pasture in Ellijay, Georgia on the night of September 9, 1982. This cocain was in a collection of cannisters, each containing approximately 12 kilograms of cocaine and in several duffle bags, each of which contained approximately 18 kilograms. Preliminary information developed by the Georgia Bureau of Investigation strongly indicates the involvement of members of a well established north Georgia marihuana smuggling network.

MARIHUANA

For the last several years, the marihuana traffic has been, by far, the largest illicit industry in this area of the Southeast, penetrating virtually every geographical area from the rural farming communities of north and middle Georgia to the coastal waters of Georgia and the Carolinas.

During the fiscal years of 1979 through 1981, marine marihuana smuggling represented the most critical drug enforcement priority in the three easternmost states of the Atlanta Division. During this period, smuggling organizations, both local and out of state, utilized the isolated docking locations abundant along the 8,220 miles of tidal waters and general shoreline comprising the Atlantic coast of Georgia and the Carolinas. Marihuana laden shrimp boats, each carrying an average load of 30,000 to 40,000 pounds of Colombian marihuana were offloaded in remote areas not subject to enforcement scrutiny.

In fiscal year 1981, 540,155 pounds of imported marihuana were seized within the Atlanta Division, 526,585 pounds of which were seized in the coastal waters of Georgia and the Carolinas. In fiscal year 1982, 318,851 pounds of imported marihuana have been seized in the four state area, 172,230 pounds of which resulted from marine interdiction efforts. This significant reduction in maritime seizures, particularly with regard to Georgia and South Carolina, can be attributed to a number of factors, the most significant of which is directly related to the Vice President's Task Force interdiction efforts in Florida and the Caribbean. Based on information gathered by our Savannah and Charleston Offices, DEA believes maritime smugglers are now utilizing a more northernly smuggling route, following "the backside of the islands" to avoid interdiction efforts in the Caribbean and the straits of Florida. This course directs smuggling vessels north of the Georgia and Carolina coastline toward offloading locations in Virginia and even further north. Those mothership operations which have been intercepted within our area of responsibility have been encountered far off shore. We believe this reflects the traffickers' preference to offload at locations outside of the radius regularly patrolled by the United States Coast Guard.

A significant number of marihuana smuggling organizations are now utilizing aircraft rather than marine vessels to move loads of marihuana from Colombia and Jamaica to Georgia. In fiscal year 1982, DEA and state and local authorities noted a marked increase in the number of marihuana laden aircraft seized in Georgia and its neighboring states. Investigations subsequent to these seizures have identified either Jamaica or Belize as the point of origin for these loads.

The cultivation of domestic marihuana has risen proportionately to the decline in importation levels of the Colombian variety. Thus far in the growing season, approximately 337,000 pounds of domestic marihuana have been seized in Georgia through the Marihuana Eradication Program conducted by the Georgia State Patrol, a program which receives financial assistance from DEA. The growing

operations encountered have varied from amateur attempts at backyard marihuana gardens to carefully cultivated agricultural efforts producing high-grade sinsemilla with both a higher yield per plant and a much higher price on the illicit market. This latter type of cultivation is primarily centeralized in the mountainous areas of Georgia, where climatic conditions closely approach those of the South American growing area. As might be expected, the facts disclose that a well established criminal sub-culture has developed and is now heavily involved in domestic marihuana production.

METHAQUALONE

The bulk of the methaqualone traffic in Georgia is supported through the smuggling of "counterfeit" Quaaludes directly from South America via aircraft, or, less, commonly, in conjunction with boat loads of marihuana. The two largest seizures of methaqualone in Georgia occurred in 1980, when in October an aircraft loaded with 1,516.5 pounds of methaqualone was seized in the Middle District of Georgia, and in April of that same year when a Piper Aztec loaded with 700 pounds of methaqualone was seized in Savannah. Since that date, we have determined that Georgia's larger methaqualone smuggling organizations regularly handle shipments of multi-thousand up to several million dosage units of methaqualone.

The organization responsible for the October 1980 seizure referred to above is typical of those most commonly involved in the trafficking of methaqualone in this area. That organization was a well-established marihuana smuggling operation headed by a known gambler in Cobb County. This individual, his son, and several other members of his smuggling operation were subsequently convicted of conspiracy to import an additional one million dosage units of methaqualone into Georgia. In addition, an extensive investigation of his activities conducted by DEA and Cobb County Police, under the authority of the Federal Organized Crime Strike Force, is expected to result in additional Federal indictments. This case is typical of Georgia's "traveling criminal" element who, during the mid-seventies, switched from gambling, auto theft, safe burglary, and other modes of criminal activity to drug smuggling—initially concentrating on marihuana and, more recently, utilizing the same smuggling equipment and supply contacts to import airplane loads of methaqualone and cocaine.

HEROIN

Heroin traffic is also a pressing enforcement concern in those larger Georgia cities which have traditionally supported sizeable addict populations. Atlanta is the major heroin importation and distribution center for this entire area of the Southeast, with both a large consumption base and a number of highly-organized trafficking networks to service an expanding market. The Atlanta Division Office has just completed Operation Redlight, a heroin conspiracy investigation into a major East Coast heroin supply and distribution network. Operation Redlight resulted in the conviction of 48 defendants and the seizure of violator assets valued collectively at more than one million dollars. This network was responsible for the importation of large quantities of heroin into Atlanta and other distribution points along the eastern seaboard.

Even with the immobilization of a network responsible for a major portion of the heroin available on Atlanta's streets, the demand for heroin is such that other organizations are currently competing for a share of the lucrative heroin market.

Other Georgia cities encountering increasing heroin traffic include Savannah and Columbus, which until recently had experienced a constant traffic in Southwest Asian heroin. However, both cities are now experiencing an upsurge in heroin trafficking activity.

DANGEROUS DRUGS

The clandestine manufacture of dangerous drugs of abuse, most particularly MDA, methamphetamine, methaqualone and PCP, is also an important aspect of narcotics law enforcement activities in the State of Georgia. During fiscal year 1982, the Atlanta Division conducted an undercover operation which resulted in a total seizure of 22 clandestine laboratory operations for the year, 8 of which were located in Georgia and involved the illicit manufacture of methamphetamine, MDA, PCP, and THC.

Clandestine laboratory operations encountered by DEA in Georgia have varied widely from the novice chemistry student with a formula and a test tube to

sophisticated manufacturing operations capable of producing pound quantities of drugs. Perhaps the best illustration of the latter type of operation is disclosed in examination of the seizure of DeKalb County, Georgia in August 1982, of an MDA laboratory. The individuals arrested in this clandestine laboratory investigation are known to hold advanced degrees in engineering and the facts disclose that they have been associated with a series of other in-state MDA lab operations. This particular laboratory operation was set up in an assembly line manner and was believed to be capable of simultaneously processing large quantities of precursor chemicals through several different stages with a finished product of about 15 pounds of MDA per day.

CORRUPTION

We, in the law enforcement community, are deeply concerned over the blatant instances of corruption spawned by the traffic—a situation perhaps as dangerous to the survival of American society as is the sacrifice of potential productivity and the health consequences of drug abuse. Over the last several years, DEA, in conjunction with the FBI and other Federal, State and local law enforcement agencies, has spearheaded a concentrated effort to counteract the corrupting influences of drug traffic through vigorous investigations and prosecution of smugglers and their official counterparts who seek to subvert the criminal justice system in order to perpetuate their interest in a multi-billion dollar illicit industry. A number of recent well-publicized conspiracy convictions of public officials reflects the success of this effort. Despite this success thus far, corruption is a by-product of the smuggling trade and will continue to taint the political institutions of any State, including Georgia, so long as a State remains a primary smuggling base and distribution point for the illegal drug market.

COOPERATIVE ENFORCEMENT STRATEGY

In my view, the Atlanta Division Office has established a commendable record of disrupting major drug trafficking operations. During FY–82, approximately 285 arrests were made of upper echelon Georgia violators, 61 of whom were Class I or II investigations. We also immobilized financial profits of drug traffickers through significant asset seizures. While we are justifiably proud of these accomplishments, we readily acknowledge that the participation of other Federal, State and local law enforcement agencies has been a vital ingredient to the continued success of DEA's mission in Georgia.

Given the volume of the narcotics traffic in Georgia, it is essential that our enforcement efforts be based on a close working relationship with Federal, State and local police agencies with common areas of jurisdiction. In this regard, virtually every large-scale investigation referred to in my testimony has been the result of a multi-agency effort—often in the form of a "de-facto task force"—between DEA and other law enforcement agencies, including the FBI, IRS, Georgia Bureau of Investigation, the Atlanta Bureau of Police Services, the Cobb County Metro Narcotics Unit, and other law enforcement agencies with mutual interests in particular cases.

DEA's enforcement initiatives in Georgia for the coming year will continue to feature inter-agency investigative action against major trafficking networks and their sources of supply. This wil be augmented by expanding the breadth and availability of DEA's law enforcemnet training program. This of course is the central mechanism for passing on the expertise learned in the conduct of narcotics investigations with those Federal, State and local agencies now very much involved in supporting the total enforcement and interdiction effort. Further, DEA is committed to the success of the Law Enforcement Coordinating Committees (LECC) a program which we believe offers an excellent vehicle by which to integrate the resources of the entire law enforcement community into a concerted offensive against the illicit drug supply and distribution chain.

THE NEW FEDERAL INITIATIVE

On October 14, 1982, President Reagan announced plans for a new federal initiative to combat drug trafficking and organized crime. This program includes the creation of a substantial enforcement effort, a Presidential Commission on Organized Crime, and a Governors Project to enlist the support of the Nation's governors in the fight against organized narcotics trafficking. One of the twelve Task Forces to be created under this program will be headquartered in Atlanta,

Georgia. This Task Force, like the others to be created around the country, will supplement the efforts of the FBI, DEA, U.S. Customs Service, and U.S. Attorney's Office directed against organized criminal groups dealing in drugs.

It is premature to discuss the details of the Task Force and I am not at this time able to discuss the operational aspects planned for Georgia. These plans are currently being developed within the Department of Justice and I expect to make a contribution before they are finalized. It can be said, however, that this program represents a substantial commitment by the Administration to focus federal resources on a recognized national problem.

CONCLUSION

In conclusion, permit me to express my appreciation for your concern and support for what is often a frustrating and seemingly impossible mission. I am sure that every other narcotic law enforcement official participating in these hearings will concur that the total commitment of all levels of government is essential if we are to counteract he insidious threat posed by drug abuse and its by-products to organized society.

Mr. Chairman, members of the Subcommittee, I thank you for your attention.

STATEMENT OF CHIEF HAROLD P. CRAFT, MARIETTA POLICE DEPARTMENT, MARIETTA, GA.

I. LOCALS TO HELP LOCALS PROJECT

A. Developed informally from 1977–1979.

1. Local agencies belonged to the Georgia State Intelligence Networks.

(a) Member agencies including the Georgia Bureau of Investigation pooled manpower and equipment to conduct undercover investigations.

(1) These operations which were of the "sting" variety were successful.

B. The project was formally adopted in March of 1980.

1. In 1979 the Honorable George Busbee, Governor of Georgia suggested a formalized project because of the success of the informal operations.

2. The Georgia Organized Crime Prevention Council was charged with the responsibility of coordinating and administering the project.

(a) Liability insurance and contracts of indemnity insurance for local agents on loan to other local agencies was a major problem in the implementation of the project.

(1) In 1980 an act authorizing self insurance of State Agencies was amended to provide "protection against personal liability for damages sustained by third parties and arising out of the performance of such law enforcement personnel's duties while serving on such temporary assignment or loan."

C. Manpower, financing and equipment.

1. Forty-four (44) agencies contribute eighty-eight (88) agents to the project.

(a) The Georgia Organized Crime Prevention Council maintain a confidential list of all agents and their investigative specialties.

2. Funding for undercover operations.

(a) The contributing agency pays the salary of the agent on loan.

(b) The receiving agency pays the agent's per diem for the operation's duration.

3. The council maintains specialized equipment.

(a) It has sixty (60) pieces of equipment valued at approximately $150,000.00.

(b) The equipment was purchased primarily with grant funds from L.E.A.A.

(c) One hundred fourteen (114) departments have requested use of the equipment a total of one hundred and ninety (190) times.

(1) It has been heavily used, and it is beginning to deteriorate.

D. Project results.

1. Since its inception, the project has resulted in the following:

(a) over 600 arrest.

(b) The recovery of thousands of dollars worth of stolen property including several automobiles and counterfeit titles.

(c) The seizure of controlled substances valued in excess of $5,000,000.00.

E. The Marietta Cobb County Smyrna Narcotics Unit was formed in March 1980 using the same concept.

1. The City of Marietta, The Cobb County Sheriff's Dept., the Cobb County Police Dept., and the City of Smyrna provide manpower, 24 agents, and equipemnt in a joint operation.

(a) A Board of Directors is composed of each department head and the District Attorney of Cobb County.

(b) Each department pays their agent's salaries and provides them with vehicles and communications equipment.

2. The unit has been successful.

(a) Since it's inception, it's investigations have resulted in:

(1) Four-hundred-fifty-six (456) arrest.

(2) The seizure of controlled substances with a street value of $10,014,409.00.

(3) Two-hundred-sixty-seven thousand and two dollars ($267,002.00) in U.S. currency.

(4) Sixty-five (65) vehicles and two (2) airplanes.

3. Funding for the undercover operations is provided for from monies seized in close proximity to controlled substances.

(a) These seizures are authorized under Georgia Code 16–13–49.

(b) Once seized monies are condemned as provided for under state law, it is placed in a separate bank account as authorized by the Cobb County Board of Commissioners.

(1) In January 1980, the commissioners acted on and passed a resolution calling for the establishment of an account not to exceed $50,000.00 for the purpose of paying informant fees, providing "buy money" for agents and paying other investigative expenses.

(2) In January 1982, based on a recommendation of the District Attorney of Cobb County, the Commission increased the amount of the account to $100,000,000.

II. FORFEITURES

A. Georgia Code 16–13–49.

1. Forfeitures of certain property used in certain criminal enterprises.

(a) All controlled substances and marijuana which have been manufactured or acquired in violation of this article.

(b) All raw materials, products, or equipment of any kind which are used or intended for use in manufacturing, compounding, processing, delivering, importing or exporting, any controlled substance or marijuana in violation of this article.

(c) All conveyances used, or intended for use, to transport, hold, conceal or to facilitate the transportation of controlled substances, marijuana, raw materials, products and equipment for the purpose of sale or receipt in violation of this article.

(1) However any third party having a bonafide security interest in any conveyance may intervene to show his prior interest to that of the state.

(d) All books, records, research projects and materials used or intended for use in violation of this article.

(e) All monies, negotiable instruments, securities or other things of value furnished or intended to be furnished by any person in exchange for a controlled substance or marijuana in violation of this article.

(f) All monies, etc. used to facilitate any violation of this chapter.

(g) All monies etc. found in close proximity to controlled substances and marijuana.

2. Property subject to forfeiture under this article may be seized by the Director of the Georgia Drugs and Narcotics Agency or his agents, agents of the State Board of Pharmacy or any law enforcement officer of this state or political subdivision.

(a) Property seized is deemed to be in the custody of the Superior Court where seized or where it can be proven that a violation of this article occurred.

(b) Forfeited property may be retained for official use by any agency of this state or political subdivision thereof.

(c) Money and currency which is forfeited shall vest in the county where condemnation proceedings are filed.

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